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State Of Maryland
Multi-Service Center Study

PHASE 400
Progress Report

MSC System Planning

MARYLAND DEPARTMENT OF STATE PLANNING

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STATE OF MARYLAND MULTI-SERVICE CENTER STUDY

PHASE 400
PROGRESS REPORT

MSC SYSTEM PLANNING

JANUARY, 1974

The work reported herein was performed pursuant to a contract with the Maryland Department of State Planning by GRUEN ASSOCIATES, INC.

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FOREWORD

At the direction of Governor Marvin Mandel and the legislative authorization of the General Assembly - Chapter 179 of the Acts of 1972, General Construction Loan of 1972, Item 32 - a budget authorization of $250,000 was approved for "preparation of a program and plan, including a feasibility study for state multi-purpose centers to provide for convenient and efficient service delivery."

These actions were in response to a Department of State Planning Study which outlined the problems inherent in the present system for delivery of services from dispersed locations of State Agencies and the concern of the Governor and Maryland General Assembly over rising space costs and increasing citizen needs and requirements.

The Maryland Department of State Planning is conducting this study to determine both the feasibility and desirability of establishing a network of State MULTI-SERVICE CENTERS throughout Maryland providing one-stop service delivery directly, conveniently, economically, and personally to residents of the state.

If the concept proves to be feasible, the study will also provide plans

for locating and developing such centers and/or for complementary alternative methods of providing such services throughout Maryland.

The State of Maryland is one of the most rapidly urbanizing states in the nation. This growth has brought into focus the requirement for delivery systems capable of responding to current and anticipated service needs within the fiscal resources of the state.

Experimental service centers on a lesser scale have been developed in various cities in the United States. However, there is not yet general agreement as to the form such service centers should take - either in their human resource and response organization, their spatial organization, their locational criteria, or their management and fiscal economy programs. This study will delve deeply into all of these aspects.

Simultaneously, the Department of State Planning is underway on two other major study endeavors which have an extremely close relationship to this study...the Generalized State Land Use Plan and the Human Resources Plan.

Ideally, and perhaps without precedent, the Study Team and the State Planning Coordinating Committee will provide a parallel participation in all three studies. This process will optimize the guiding of inquiry,

the provision and conversion of information, and the formulation of premises and will assure that the resultant findings and recommendations are sensitive and responsive to varying state and local systems and requirements.

This MULTI-SERVICE CENTER STUDY is being produced by the consultant firm of Gruen Associates, Inc. It is to be a fifteen month task and is divided into twelve distinct study phases. The completion of each phase will be accompanied with a detailed Progress Report. THIS IS ONE SUCH REPORT. The specific purpose of each of the twelve study phases is described in the Phase 100 - Progress Report.

SUMMARY

SUMMARY

The first three phases of the Multi-Service Center Study have been addressed to varying levels and types of research and analysis necessary to initiate the overall study process and to identify and establish the quantitative base of the study. This Phase 400 essentially builds on these activities by moving the study to the next logical step - System Planning.

The primary objective of this phase was to find a rational system of providing public services, in the public's interest, for the public's good, within the public's capability to fiscally support such a system and the state's capability to deliver these services with efficiency and to the satisfaction of the public.

More specifically, and of paramount importance to this study, a Multi-Service Center is viewed to be a one-stop center - part of a total state service network - providing delivery of all direct contact programs to all people requiring such service in a convenient, economical, efficient and satisfactory fashion. These direct contact programs will include all legal, health, education, welfare and general services ranging from poverty assistance to registration of yachts.

A Multi-Service Center will provide a convenient, efficient and satisfactory response to all users and their needs, thereby effecting achievement of government's primary purpose for being - serving its

constituency. A primary goal of Multi-Service Centers will be the elimination of continuity and expansion of social service needs. The utopian, but, pragmatically, totally unachievable goal of an MSC is to decimate its social services reason for being. Any degree of achievement of this utopian end; any degree of "graduation" from the roles of persons needing economic assistance; any degree of infusion of self pride and self dependancy in those persons long or recently experiencing the lack; any degree of success in elevating the quality of life of the new generation from those previous; any degree of delivery of all other service requirements of the general population facilitated through a higher utilization of state resources resulting in a high degree of consumer satisfaction, will make inauguration and implementation of an MSC program an outstandingly beneficial undertaking for the State of Maryland and will serve as a most meaningful example to our nation.

To achieve this objective, a full series of conceptual MSC systems and component alternatives have been developed. The concepts are basically empirical in nature, reflecting no known constraints of legislation, regulations, requirements, existing investment - physical and fiscal, and operations. Thus, the broadest possibilities of conceptual systems could evolve thereby permitting the purest screening of a range of concepts or combinations of concepts for subsequent further study, refinement and testing for feasibility and applicability, in later study phases.

The conceptual service delivery systems have been developed through a sequential analysis method, whereby the existing service delivery pattern is presented as the first concept and evaluated against the previously established goals and objectives for service delivery. Subsequent concepts have been developed in an attempt to provide for higher levels of achievement of the goals and objectives and to minimize disadvantages of the previous concept. Different concepts achieve different goals with the optimum being a concept or combination of concepts that can achieve all goals or the greatest majority of pre-stated goals. This evolutionary approach to conceptual service delivery systems has permitted selection of a minimum number of concepts considered to be valid candidates for further analysis, refinement and testing. It further provided the opportunity for each subsequent concept to retain the advantages of the previous concept and to minimize the disadvantages.

Estimates of facilities requirements for the present, as well as the year 2000, have been developed for one of the concepts as an illustration of a system which might provide full state coverage with varying types of facilities to meet changes in population and need through time. This concept - current and future - illustrates one system's requirement as to number and type of MSC facilities and their locations for each time period. Facility and square footage projections to the year 2000 were also developed for the existing service delivery system.

The operational aspects of the multi-service delivery system have been analyzed and alternatives to organization, physical facilities, accessibility and relationship to other community elements have been considered. Additionally, considerations of system flexibility and demand satisfaction, technological development, joint construction of facilities, and relationships of agencies within and outside MSC's have been analyzed and their potential applications to the conceptual service delivery systems have been delineated.

Criteria for specific site location, selection and accessibility have been identified as have the criteria for selection of programs for MSC inclusion.

Finally, in collaboration with the Department of State Planning staff, the candidate service delivery concepts and the component alternatives have been synthesized into a manageable few to be further evaluated during subsequent phases. In Phase 500 these candidate concepts will be evaluated and refined as to their compatibility with state plans, programs and peoples needs; their acceptability; their impact on service; their operational feasibility; and their achievement of state goals and objectives for service delivery. In Phase 600 and Phase 700, the economic feasibility of these concepts will be analyzed and in Phase 800 detailed planning and programming of the single selected candidate concept will be underway and completed - be it the existing system as modified or a concept for a Multi-Service Center network.

PHASE 400
PROGRESS REPORT

THE PURPOSE

The purpose of this phase of the MSC study is to formulate an MSC System concept or concepts based upon the data inputs furnished and gathered since April 1973 and the resultant evaluation outputs. Phases 100, 200 and 300 have dealt with study structure, data collection, assembly and analysis. It is with this Phase 400, "Multi-Service Center System Planning", that the study shifts from problem statement and understanding of current conditions to formulation of multi-service center system concepts and alternatives of facility components, identification of criteria required for system planning, and selection of candidate concepts and alternatives for additional study and refinement in subsequent phases.

THE APPROACH

As stated in the Summary of Phases 200 and 300 Progress Report - Collection of Data, the recycling process of data analysis will be a continuing effort through Phase 700 of the Maryland Multi-Service Center Study.

This modification of the MSC study process has required a somewhat different approach to the multi-service center system planning than the procedure originally outlined in the initial study design.

Paralleled with collection and evaluation of data, conceptual systems for governmental service delivery were delineated for the State of Maryland. These preliminary concepts were reviewed with the Department of State Planning staff.

These concepts were subjected to further expansion in response to recommendations of DSP staff and the results of the ongoing data analysis, identification of criteria for determining component programs of multi-service centers, program staffing requirements and support thresholds. In addition, alternatives for organization, physical facilities, location and accessibility were developed.

These concepts are basically empirical in nature, non-reflective of known constraints of legislation, regulations, requirements, existing system, funding and operations. In this way, the broadest possibilities for a range of conceptual MSC systems could evolve thereby permitting the purest screening and selection of those candidate concepts to be further evaluated and refined in subsequent phases of this study.

As this phase progressed, it was concluded that each concept was responsive to certain study goals and objectives, but no concept achieved all goals and objectives. Additional concepts and combinations of concepts were developed to evolve a concept or concepts that provided the degree of achievement, flexibility and viability to warrant further testing and refinement.

The conceptual service delivery systems and component alternatives have been synthesized into those most logical and feasible service delivery systems selected for further evaluation and refinement during Phases 500, 600 and 700 of the MSC study.

This report presents the findings of the Phase 400 studies in the order of evolution of the range of concept service delivery systems rather than specifically following the task outline in the study design. This report consists of the following sections:

I. MULTI-SERVICE CENTER DELIVERY SYSTEM CONCEPTS

II. THE MULTI-SERVICE CENTER THRESHOLD

III. REFINED MULTI-SERVICE CENTER SYSTEM CONCEPTS

IV. MULTI-SERVICE CENTER ALTERNATIVE COMPONENTS

V. SYNTHESIS

I. MULTI-SERVICE CENTER DELIVERY SYSTEM CONCEPTS

I. MULTI-SERVICE CENTER DELIVERY SYSTEM CONCEPTS

Thus far in the study all data has been collected and analyzed in a micro scale, grouped into a macro scale and the investigative findings compared with Maryland and other state systems.

In this phase the process was reversed. Having begun with a wide-ranging view of the existing service delivery problem, all identifiable positions were evaluated to examine the extent of achievement of goals and objectives and were progressively considered and either held for further consideration or deleted, if the reasons for deletion were persuasive. This initial overlook brought various ways of viewing a multi-service center into focus.

As stated in the Summary Section of this report, and of paramount importance to this study, an MSC is now viewed to be a one stop service center - part of a total state network - which will provide all direct contact programs to all people requiring such service in a convenient, economical, efficient and satisfactory fashion. These programs will include all legal, health, education, welfare and general services ranging from poverty assistance to registration of yachts.

Once this perspective of an MSC was related to an overall, statewide program, criteria evolving from Phases 100, 200 and 300 could, for the first time, be related to actual demographic situations. Accordingly, interim screening procedures followed this statewide overview.

When these system criteria were worked back through the overview system concepts, some of the initial ways of looking at an MSC system failed, some merged and others required additions or changes to the extent that, when remodelled, they were not very different from another and more viable concept.

The concepts first developed in this phase of the study provided four basic MSC systems:

A. The existing service delivery system

B. A multi-service center at each county seat

C. A multi-service center in each state-designated regional planning area (or other established regional area).

D. A multi-service center in each area of major population concentration.

Once this spectrum was mapped and related to existing physical conditions, population and its characteristics, access and anticipated changes through time, the strengths and weaknesses of each was apparent. From an analysis of these broad views, all previous studies could be brought to bear on a system, or systems, based on geographical location. Once placement, time, activity and size were approximated, the outlines of a multi-service center system began to emerge. These considerations moved the study beyond the four basic systems. In addition to viewing an MSC as being related to an existing pattern, or to be centralized facilities at county seats, or to new regional

centers, or to centers located in major population nodes, the paired areas of administrative efficiency and dispersed service must be added. Consequently, two more system concepts were developed. Both of these following concepts merged viable elements of the basic four and added some new dimensions to the mergers:

E. The concept of multi-service centers by minimum population thresholds of support.

F. The concept of varying levels of MSCs based on public need, accessibility, location, programs and service area.

Each of the concepts presented in this report is illustrative and not a detailed plan. For instance, Concept A does not graphically illustrate specific locations of each of the 448 existing state office facilities but does in fact illustrate the general pattern of the existing state delivery system. Further, by virtue of the complexity of certain of the concept systems, this illustrative technique is utilized to optimize the required screening and the resultant synthesis.

Concept A: Existing

This concept reflects the current status of the statewide service delivery system as it has developed over the years. The pattern indicates clusters of state activities in county seats with additional activities in areas of population concentration such as the Baltimore-Washington corridor. The more urbanized counties have an average of 31.2 state office locations per county and the more rural counties have an average of 15.3 locations. This traditional distribution clearly indicates the desire to locate state service delivery facilities in proximity to other governmental functions with a consideration of population count. In certain instances, where service demand has shifted from the county seats, dispersed service facilities have been added. Since county seats are not always coincident with population concentrations, branch facilities of certain special agencies for special purposes have been developed closer to the user-worker base.

The most apparent advantages of the existing pattern are:

1. Department by Department flexibility to respond to changing needs, programs, funding, population concentrations, and legislation.
2. Geographical proximity to other levels of government or agencies and their functions.
3. Categorical program adaptability to specific needs of people served by that program.
4. Unilateral departmental control and cost assumption.

5. Short term response commitments (rental facilities) to existing or short term anticipated needs.
6. Response to the public's historic awareness of government service located at government centers.

The most apparent disadvantages of the existing pattern are:

1. A marked imbalance between the county seat locations and the population served - in certain instances.
2. Increased levels of government services have long outgrown the initially provided facilities. When facilities are added, they are most often forced to separate from the parent facility and to specialize. The result is a constantly increasing number of separated facilities with each carrying on a narrowed sphere of state activity.
3. This method of responding to growth has forced the state into becoming a major tenant on a space-available basis even though the space available is not always physically suitable, geographically proper or financially competitive.
4. The scatterization of state facilities has resulted in highly specialized single-purpose offices that no longer enjoy administrative proximity and that have lost the ability to provide a cohesive response to any citizen involved in a complex situation.
5. Just as the citizen may be forced to move from facility to facility (usually separated) with a consequent waste of

productive time, the state is forced to spend much of its time and resources in unnecessary service delivery duplication.

6. As a result of dispersion of location, certain services and expenses such as maintenance, reproduction services, office space rent, furnishings, equipment, mail, telephones, must be duplicated. This causes unnecessary expenditures.
7. Perhaps the wastefulness of isolated or separated facilities could be quantified, but a qualitative defect is the growing barrier between governmental agencies and between the people and its government.
8. Interagency and inter-department coordination and communication is difficult. Often divisions of the same agency are scattered thereby creating intra-agency operational and management problems as well.
9. Rising costs of leased space impacts the annual state budget.
10. Restrictions in certain leases of state agencies prevent the programming of evening hours, weekends or after-hours appointments convenient to the needs of the public.
11. State agencies presently use considerable amounts of gratis space in county owned buildings. At the same time both the state and the county are confronted with needs for additional space, requiring in many instances, the counties' insistence that state agencies vacate.
12. Certain agency branch offices occupy rented space in excess of need while other branch offices of the same agency suffer operational efficiency in totally inadequate facilities.

Concept A - Existing, based on current conditions, is illustrated on Figure 1. In addition, Concept A has been extended to reflect the existing state service system to the year 2000. Concept A - Future (Figure 1A) was developed for purposes of giving full consideration in Phase 500 to the implications of expanding the existing service delivery system over time. The population growth rate of each county as projected by the Department of State Planning was utilized to extrapolate future service need. Existing relationships of population, square feet of state office space and number of state occupied office facilities were used to guide future service levels and facility requirements.

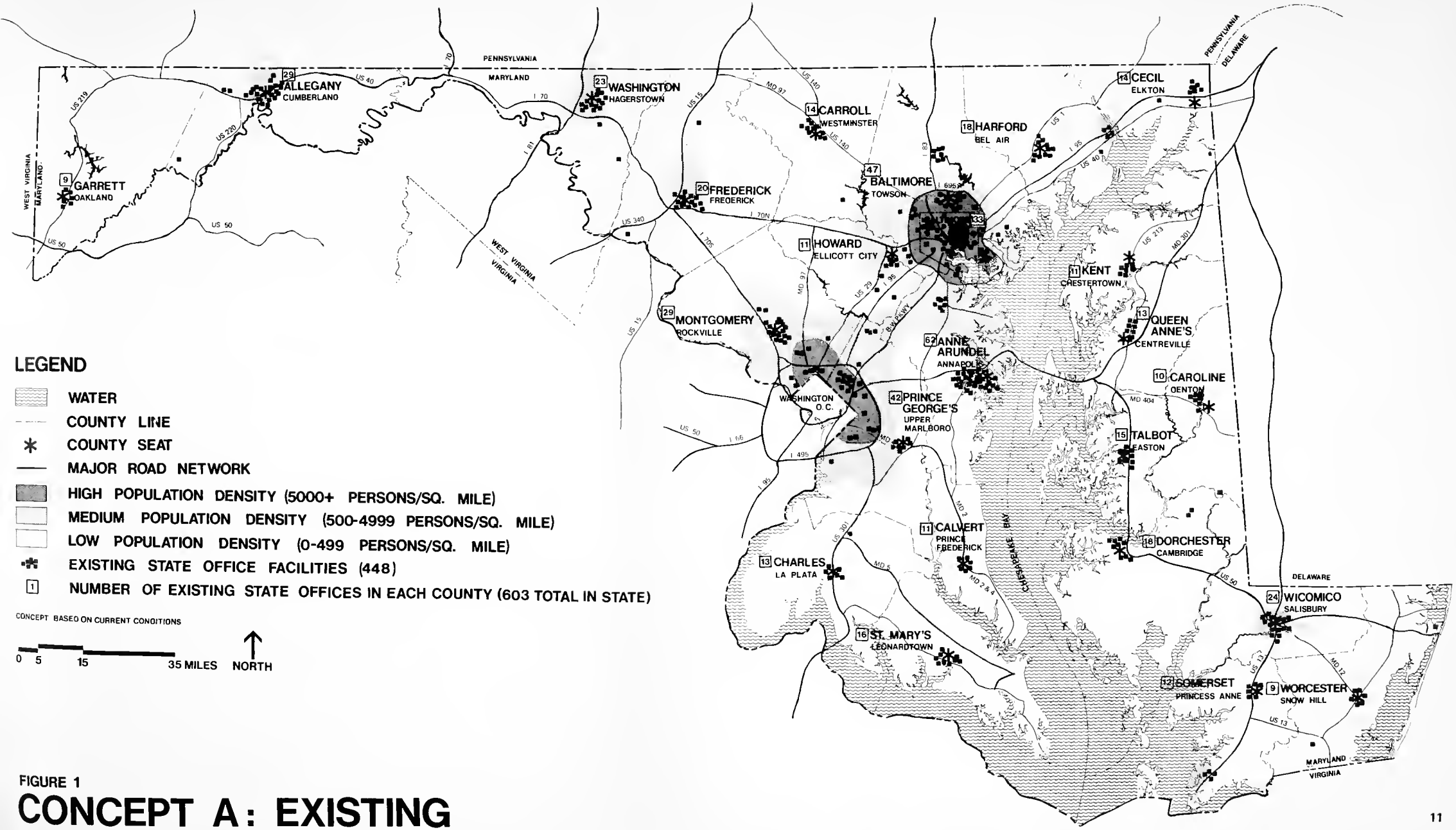


FIGURE 1

CONCEPT A: EXISTING

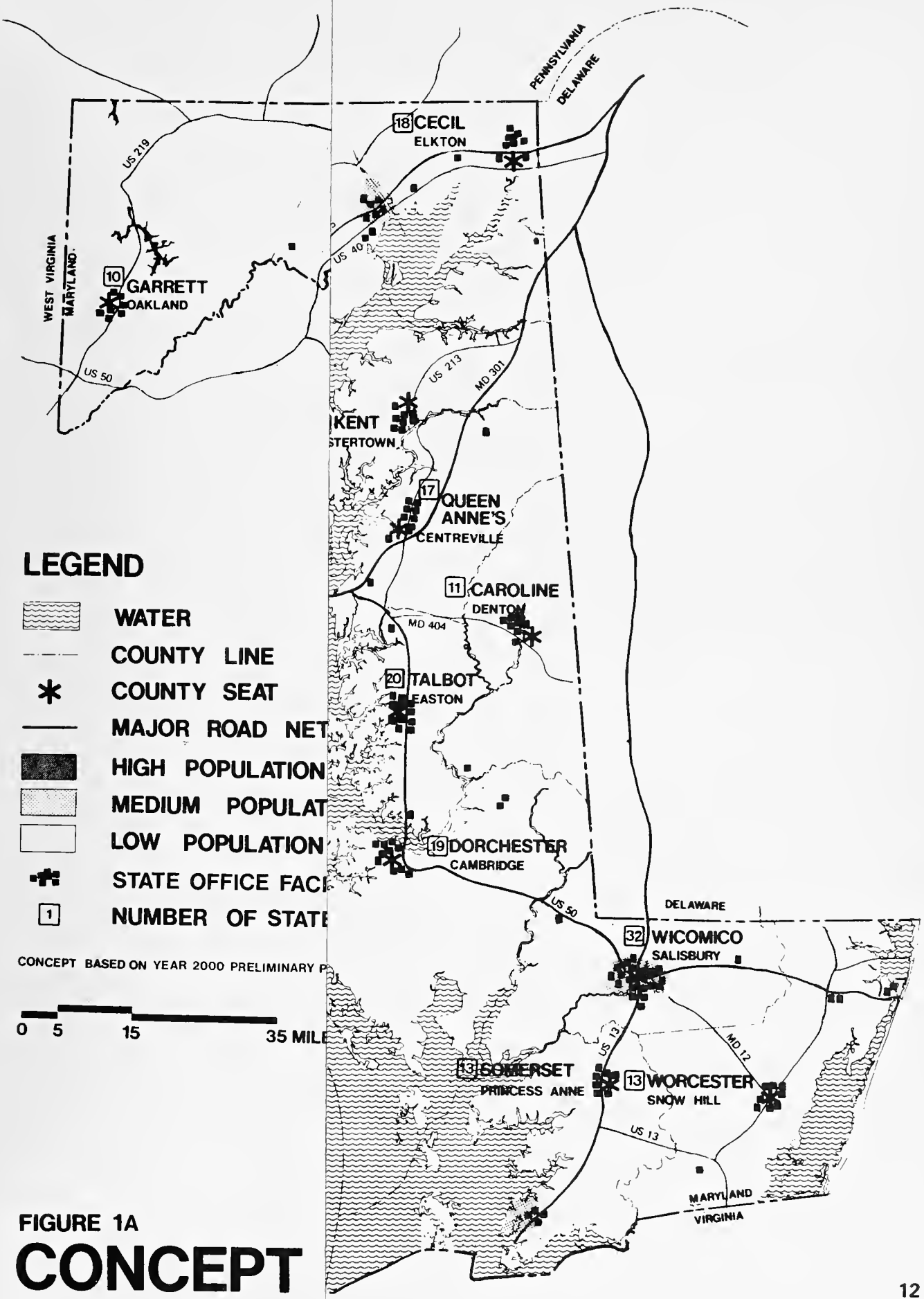


FIGURE 1A

CONCEPT

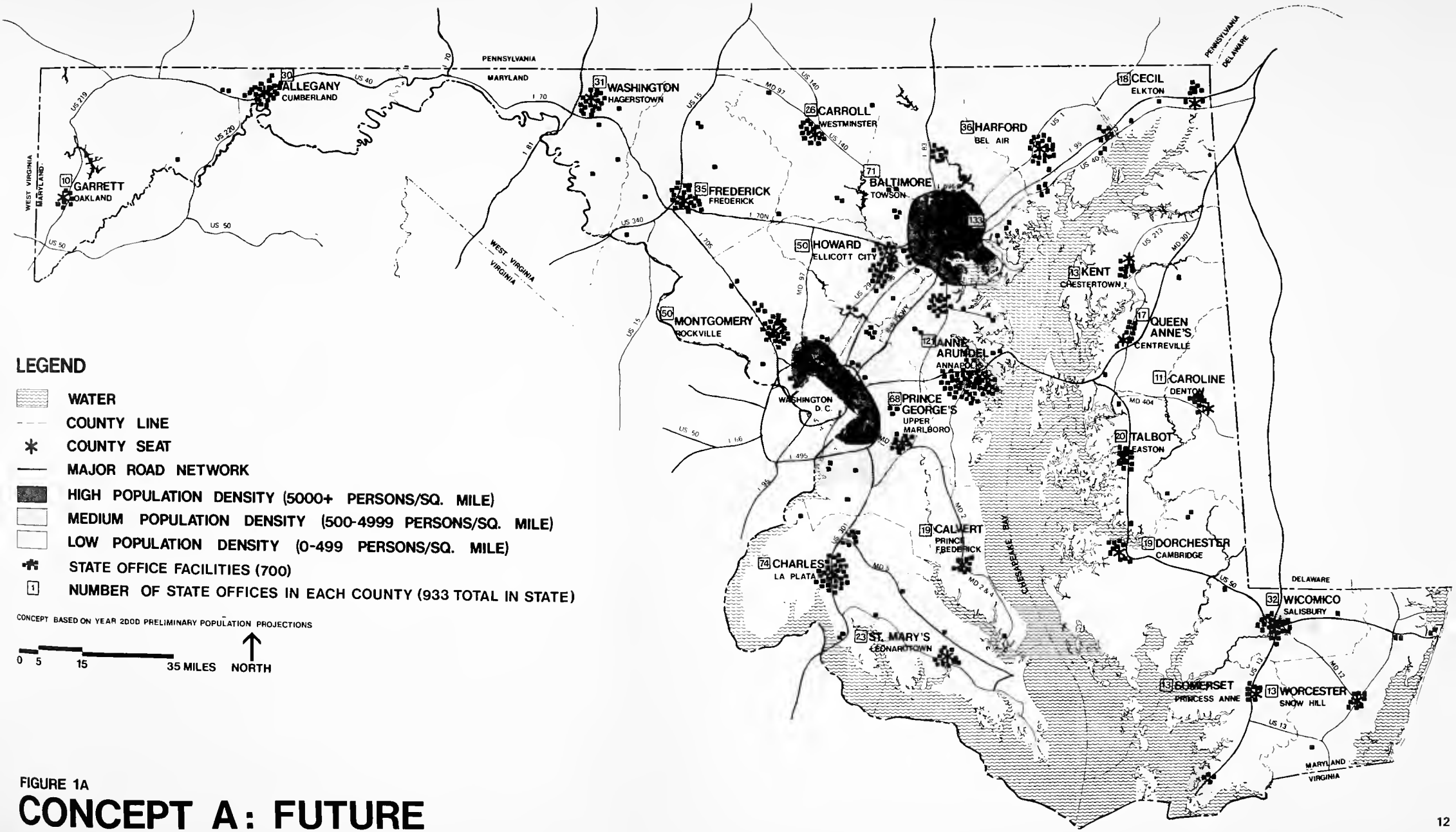


FIGURE 1A

CONCEPT A: FUTURE

Concept B: By County Seats

The existing delivery system as described in Concept A does not reflect the concept of a multi-service center system. Concept B retains county seats as the location but proposes a consolidation of the 603 presently dispersed state office facilities in 448 dispersed locations in to 24 centers, each providing the full range of state direct contact delivery services in one organized facility....A Multi-Service Center.

This concept would retain the apparent advantages of Concept A and would eliminate most of the disadvantages resulting from the dispersed, isolated and specialized characteristics of the present system. However, some major disadvantages remain.

Population concentrations and county seats are not always coincident and countywide access to county seats is not the principal criterion for either the state or federal road systems or mass transit systems. Multi-service centers in county seats will carry forward an accessibility gap between the people requiring the services and its government providing the services.

If a multi-service center should be located in each county seat, the service area would be the county itself. Although there is a considerable variance in county sizes, it is the disparity in population that is most significant. Kent County has a population of under 17,000 and the Department of State Planning estimates that it would not grow much beyond 20,000 by the year 2000. However, with the

completion of the Northern Chesapeake Bay crossing, this estimate could be significantly understated. On the other hand, Baltimore County has a population of over 650,000 and is expected to add about 300,000 during the next 30 years.

Howard County, starting from a current base below 100,000, is expected to add over one-quarter million people by the year 2000, but this population increase is remote from the county seat.

While access and population are certainly measures of MSC effectiveness, so are human conditions of urban/rural, agriculture/industry, income levels, unemployment, age, education, family size, and the host of other socioeconomic relationships that increase in complexity each day, all of which influence the services needed and the ability for providing them. Maryland is no exception in the national disparity of human conditions and it is undeniable that these disparities do not follow county lines.

Further, if state service delivery systems should be concentrated in county seats and consolidated into multi-service centers, service availability would be something less than what exists today. Whatever might be gained by such integration could well be lost by increased consumer and employee travel distance/time/cost.

The analysis of Concept B indicates that while substantial gains could be made over the existing system (Concept A), this inflexible, simplistic concept of an MSC in every county seat would not respond effectively

to the population distribution; could not equitably administer and deliver its mandated services through single facilities serving a population of 20,000 in one instance, and nearly 1.1 million in another; and that if such consolidation should take place, the lesser populated counties might be overstaffed or under-programmed while the residents of more populous counties might face government at a bewildering physical scale.

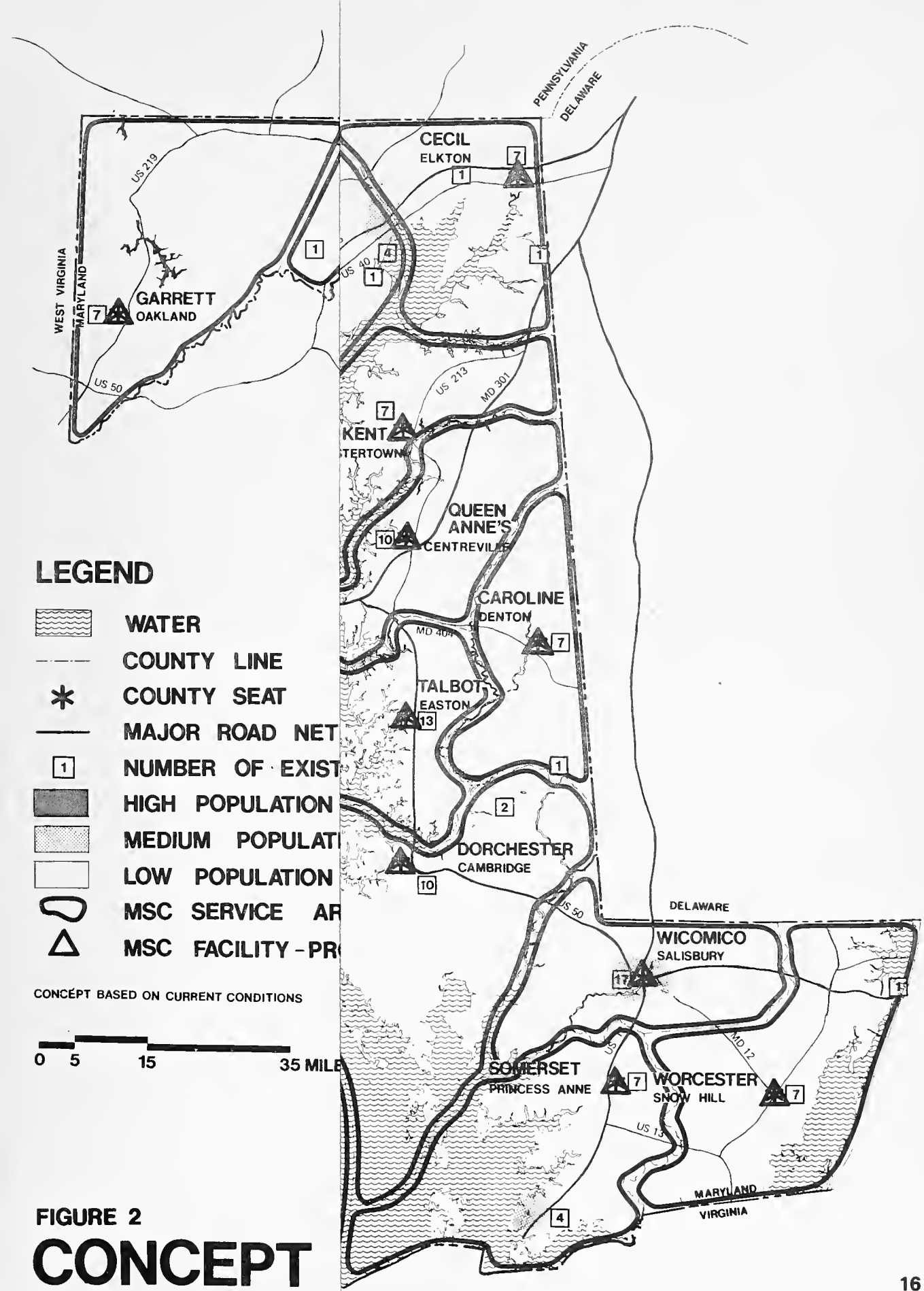


FIGURE 2

CONCEPT

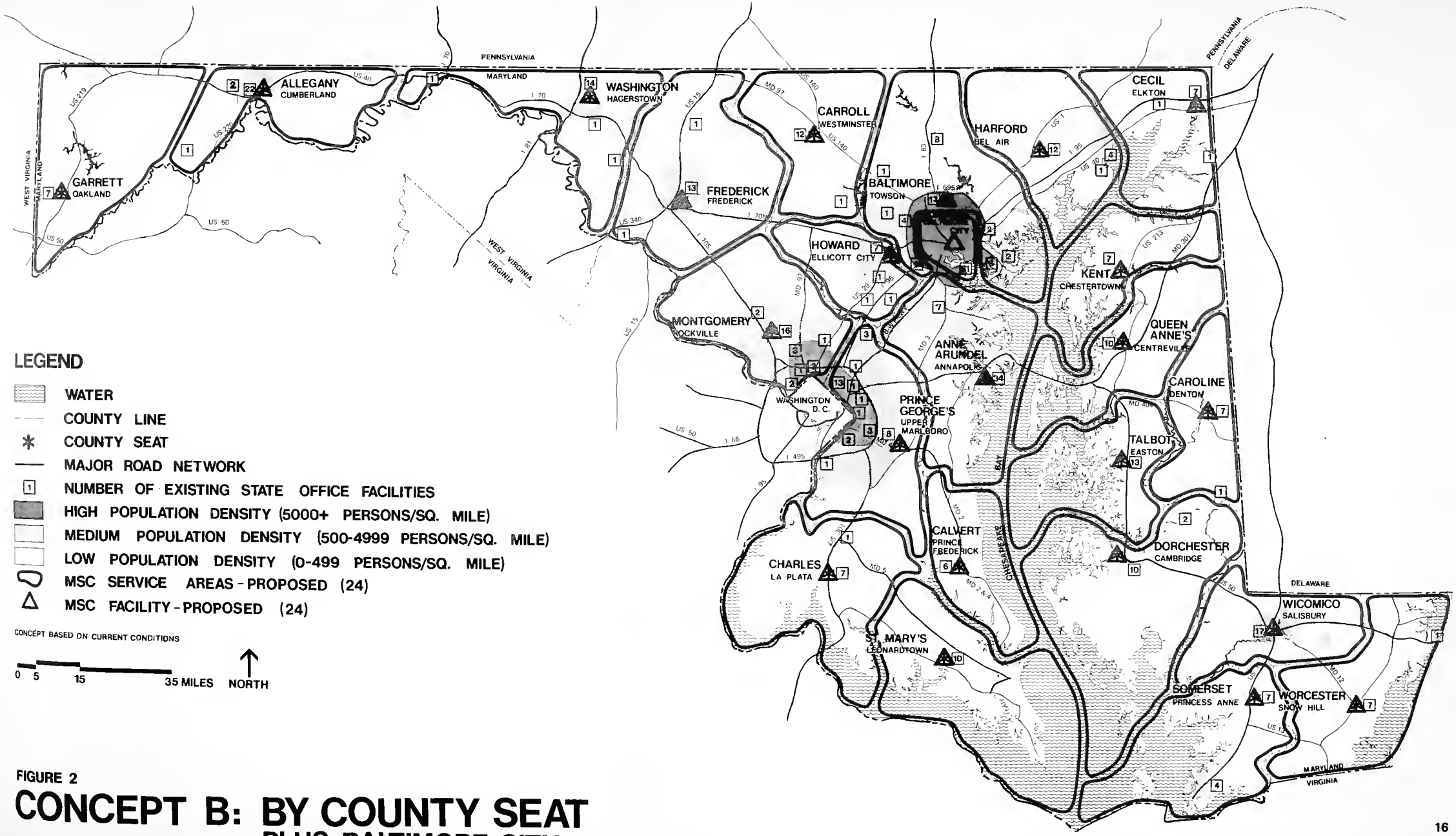


FIGURE 2

CONCEPT B: BY COUNTY SEAT PLUS BALTIMORE CITY

Concept C: By Regions

The state has defined seven internal regions for planning and analytical reasons. This effort by the state to overcome local jurisdictional restrictions and to approach potentials and problems on a regional basis must be a strong consideration in the conceptualization of an MSC system. The accompanying graphic illustrates the planning regions of the state and Baltimore City and the eight probable locations of centralized multi-service centers that might be contained within them. This same concept is valid to other established regions i.e., judicial court, economic development, political representation, etc.

The disadvantages are apparent. While a regional configuration addresses one level of state service response, it does nothing to overcome the disparities in population density and character. Convenient accessibility is drastically reduced. Social, political and physical identification is lost and flexibility is obviated.

However, the state's identification of regions and this Concept C evokes certain significant advantages. Though direct contact programs in the context of this MSC study relates to "people programs", the state provides certain direct contact programs to various levels of government and regional organizations as well. Certain state departments have already established regional offices for this purpose and certain others have located their supportive staff to their departmental program delivery staff in regional offices. The advantages of regionalizing in lieu of total decentralization or centralization

warrants further evaluation which will be performed in Phase 500. Though MSC's located solely within regions would not meet all the goals and objectives for improved service delivery, the administrative advantages of regionalism should be maintained and achieved in any concept.

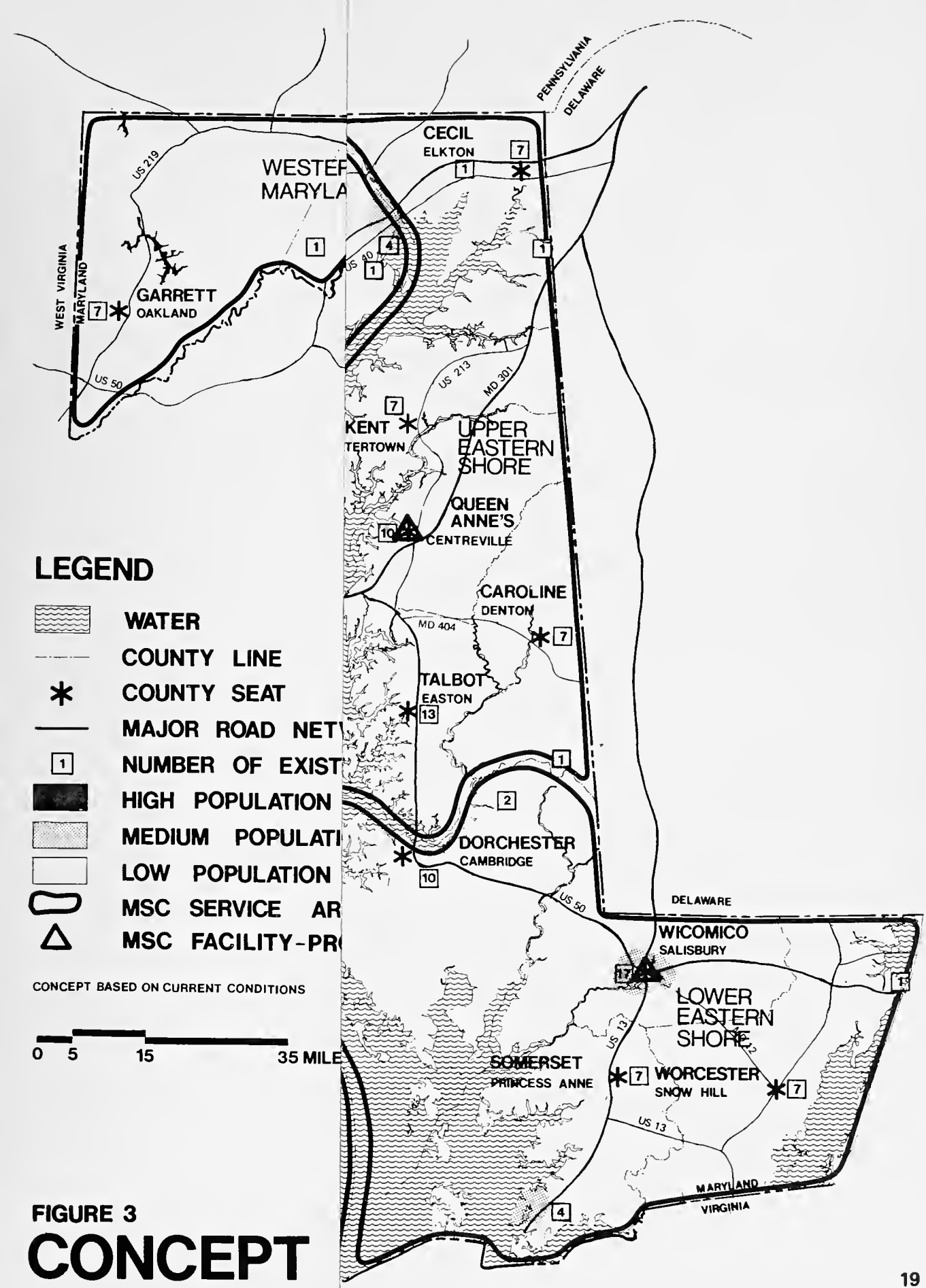


FIGURE 3

CONCEPT

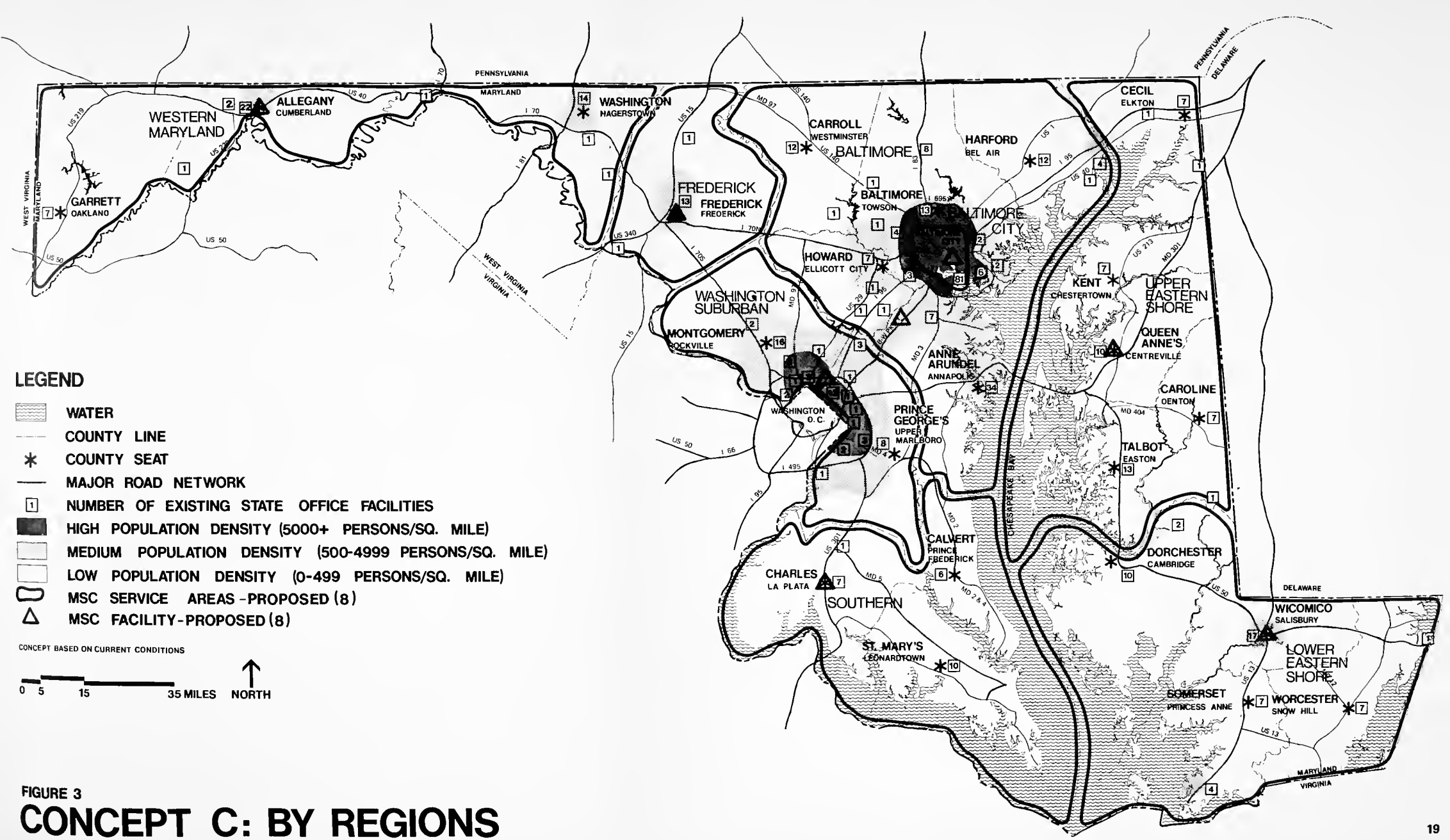


FIGURE 3

CONCEPT C: BY REGIONS PLUS BALTIMORE CITY

Concept D: By Population

All prior concepts presented thus far in this report were responsive to geographical or jurisdictional areas. Quite obviously, if the goals and objectives for a multi-service center system are predicated upon improved service to people, then concentrations of people requiring these services must be of paramount consideration.

Concept D sets forth 17 service areas, each with population concentrations that vary from a few thousand to more than a million and each containing one multi-service center. It is readily observable that alternative service area configurations are innumerable, but at this point in the study, quantification is not important to the concept premise....people orientation.

Concept D suggests that an effective MSC must be close to the people it serves and that this proximity might sometimes be in conflict with political boundaries. Certain of the advantages achieved by Concept A and by locating an MSC in the county seats as expressed in Concept B, are sacrificed.

Though each population concentration is served by an MSC, the more sparsely populated areas of that service area incur major access problems. Since the concentrations vary from a few thousand to more than 1 million population, the size and functional disparities noted in earlier concepts would be further aggravated.

However, in addition to people orientation, a major advantage of this varied population service area concept is its generation of questions specific to operational and physical definitions of a multi-service center within a system network.

What programs are included in a multi-service center and what services are performed? What are the staff requirements - operational and support? How many people will it serve? How much space will be needed? Must all MSC's be uniform in size and function? How will they be managed? What is the average number of visitations per capita? Will this factor vary from urban to suburban to rural? From agricultural area to industrial area? From summer to winter? From different socioeconomic areas? What is the frequency of visitation variable? And a host of other questions.

It was determined at this point of the study that all such known questions had to be answered before any additional concepts were evolved and a multi service center system framework constructed. The following section reports on these considerations.

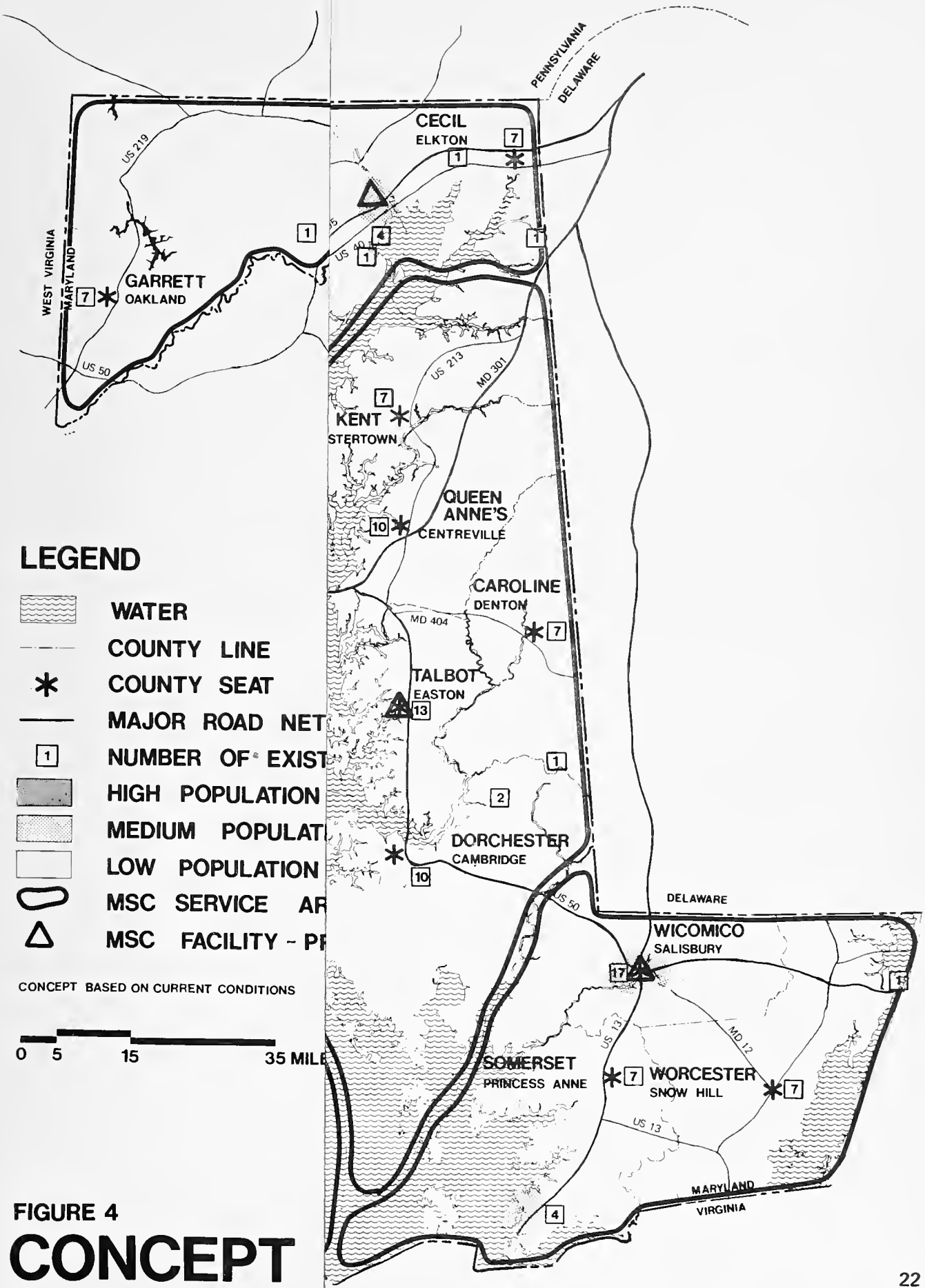


FIGURE 4

CONCEPT

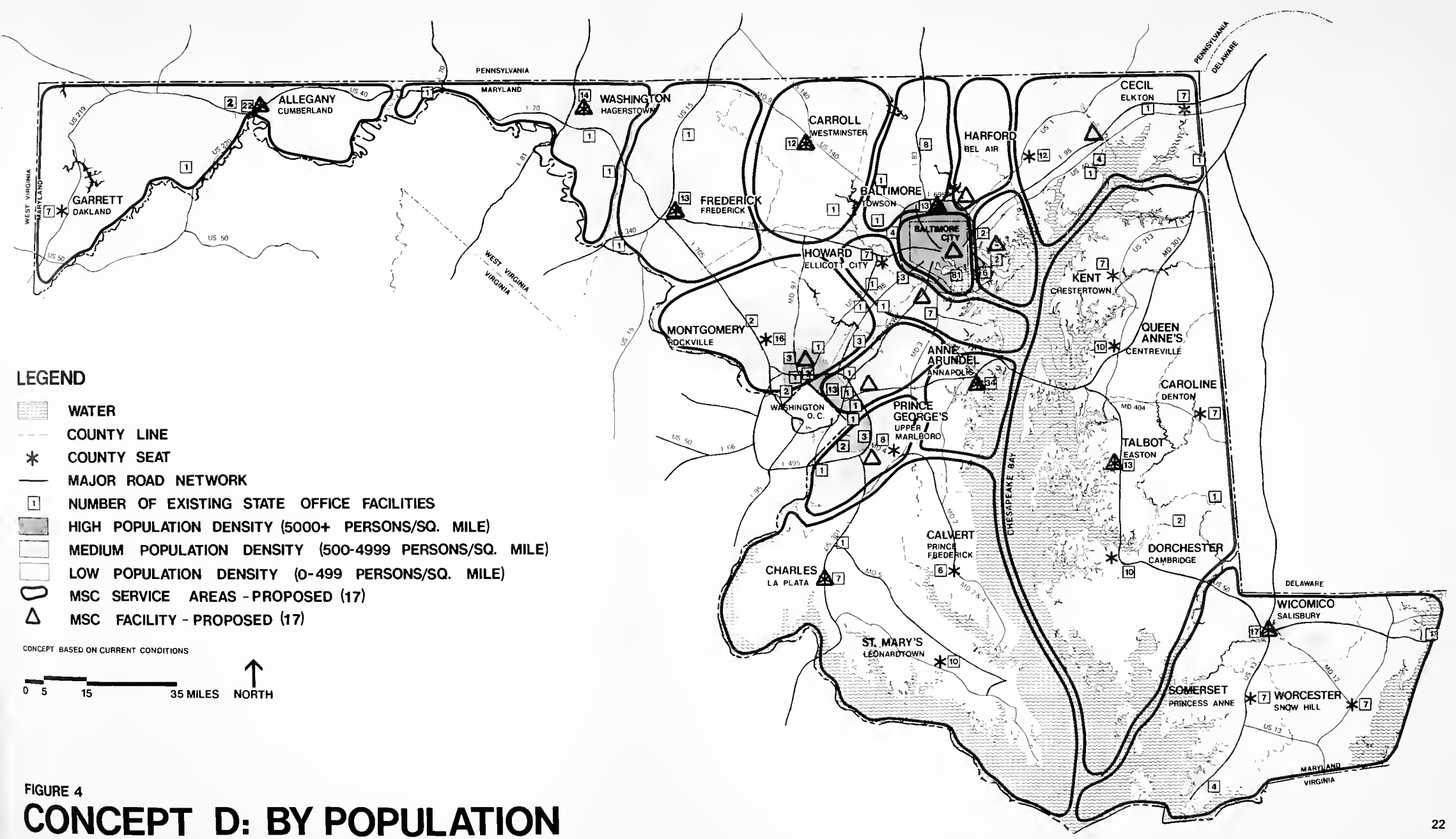


FIGURE 4

CONCEPT D: BY POPULATION

II. MULTI-SERVICE CENTER THRESHOLD

II. MULTI-SERVICE CENTER THRESHOLD

Study of Concepts A through D clearly indicates the essentiality for establishing a level of MSC operations capable of efficiently providing the full range of publicly oriented state direct contact programs for locations closest to the population served. This requires:

1. An ascertaining of peoples needs and a correlation of need to demography.
2. Identification of programs that must be included in a responsive and effective MSC.
3. An estimate of staff required to administer the MSC programs.
4. A consideration of staffing levels to population served.
5. A profile of visitations.

Because of the proximity to people requirement, this investigation sought the minimum multi-service unit capable of total delivery within a human scale. When this was matchmated with program staffing and the ratio of staff to population, the population threshold of an MSC was defined. It was then concluded as a result of testing, that these population thresholds could be plotted for a delineation of service areas.

In planning a multi-service center system, the level of population necessary to support the smallest, full service facility was an important consideration. Ideally, threshold levels would be small enough to allow equal access for all of the population, no matter

where they live. However, in the extreme, the impracticability of such a system is immediately evident, for it would virtually require a center on every street corner in the state. The problem then was to determine the minimum population required to allow the establishment of a center of sufficient size to achieve full multi-service capability. This adopted strategy sought the optimum balance between population, its' demand characteristics, size of facility and service elements contained within.

Candidate Programs

The state's direct contact programs and services have been preliminarily defined in Tables 1 and 2 of the Phase 300 Report.

In order to identify programs and services that must be included in a "threshold" MSC, the following criteria have been developed.

- Magnitude of population and its program needs.
- Program visitation profiles.
- Frequency of client contact.
- Program interrelationships.
- Desirability for consolidation of programs.
- Support functions to direct contact programs.
- Achievement of economy and/or efficiency of operation.

The direct contact programs have been evaluated against the above criteria and each was classified regarding their inclusion in the "threshold" MSC. Four categories for candidate program evaluation have been designated:

- o Primary - Those programs essential for MSC inclusion.
- o Desirable - Those programs that would be suitable for MSC inclusion.
- o Optional - Those programs where the characteristics of an MSC service area population suggests suitability for MSC inclusion.
- o Not Applicable - Those programs totally or primarily irrelevant to an MSC - its purpose and function.

Within the first two categories, the programs and services have been further classified on the basis of staffing requirements within a MSC. Group A includes those programs and services which will require a substantial portion of its staff to be located within the MSC, while Group B represents those programs and services that would best function at central locations with representative or part-time staff at MSC locations.

The following tabulation summarizes classification of the State direct contact programs and services within each of the above candidacy categories and sub-groupings.

TABLE 1
MSC CANDIDATE PROGRAMS AND SERVICES

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
AGRICULTURE						
- Controlling and eliminating diseases of livestock and poultry.	. . . . .				X	. . . .

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Inspection and grading of agricultural commodities.					X	
- Continuous examinations of slaughtering and processing plants.						X
ECONOMIC AND COMMUNITY DEVELOPMENT						
- Promotion of the state to individuals, media and travel groups.				X		
- Guarantee of home financing mortgages extended by private lending institutions.						X
- Insuring direct home financing loans at a preferred interest rate to disadvantaged and low-income citizens through lending institutions.						X
- Promotion of the increased use of seafood.						X
- Assisting the seafood industry in developing new products, new processing machinery, and more efficient methods of transporting seafood.						X
- Technical assistance to local governments and training of state and local personnel in the field of community development.			X			
- Attracting new and expanded job-creating business and industry to the state.						X

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
EDUCATION						
- Diagnostic counseling and physical restoration.	X					
- Employment training and placement.	X					
- Certification and Accreditation.	X					
- Workshop for the blind.		X				
EMPLOYMENT AND SOCIAL SERVICES						
- Manpower training.	X					
- Employment placement.	X					
- Occupational testing.	X					
- Work Incentive Program (WIN).	X					
- Registration for employment or filing unemployment insurance.	X					
- Concentrated Employment Program.	X					
- Claims and outreach stations.	X					
- Professional career and information center.	X					
- Assistance to veterans in securing benefits.	X					
- Veterans Relief Fund.			X			

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
HEALTH AND MENTAL HYGIENE						
- Licensing to hospitals and other health facilities.						X
- Appeals for medicare reimbursements.		X				
- Direct collection from patients.					X	
- Drug abuse prevention and training programs.	X					
- Preventive mental health services.	X					
- Mental health treatment and rehabilitation.		X				
- Community mental health services.		X				
- Training schools, forestry camps and detention centers.						X
- Juvenile probation and court services.	X					
- Hospital and treatment services for aged and chronically ill.						X
- Community and residential services.		X				
- Disease control through grants to local health departments for aged and chronically ill.						X
- Community services to aging (patient assessment and resource development).	X					
- Drug abuse treatment and rehabilitation.		X				

DEPARTMENT/Program and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Maternal and child health		X				
- Crippled children services		X				
- Communicable disease control.		X				
- Veterinary medicine.						X
- Dental health.		X				
- Purchase care under medicare program.						X
- Assistance programs for medical services in nursing homes, the home office and hospitals.						X
- Coordination between state and local health departments.			X			
- Education and training.			X			
- General local health services.			X			
- Professional support services.			X			
- Personal health programs and environmental health programs.			X			
- Diagnostic laboratory services.					X	
- Environmental laboratory.					X	
- Day care and activity programs.					X	

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
NATURAL RESOURCES						
- Education activities designed to assist the public in the best use of natural resources.					X	
- Titling and registration of boats.		X				
- Licensing and Sales.	X					
- Park and recreation services.		X				
- Management and preservation of wildlife.					X	
- Management and administration of the forestlands and shade trees in the state (reforestation, fire prevention, forest multiple use management.		X				
- Enforcement of the natural resource laws which include: fishing, boating, wildlife, and conservation.		X				
- Water resource management activities including enforcement of water quality standards and granting permits and certifications for work in state wetlands, surface water and water wells.				X		
- Assistance to local government and industry in the elimination of pollution resulting from the disposal of liquid and solid waste.					X	
- Assistance with the preservation, improvement, management and quality of the air, land and water resources.					X	

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Regional Service Centers				X		
- Management of mining operations.					X	
- Issuance of permits for mining.				X		
PERSONNEL						
- Provision of a plan for retirement and administration of pensions for retired state employees.				X		
- Administration of the retirement allowances and benefits for teachers and responsibility for the proper investment and administration of funds.						X
- Administration of the State Accident Fund which is the State's Workmen's Compensation Insurance carrier.						X
- Recruitment, counseling and testing.		X				
PUBLIC SAFETY AND CORRECTIONAL SERVICES						
- Coordination of emergency functions of state agencies and political subdivisions to minimize and repair injury from damage resulting from enemy attack or natural disasters.						X
- Service for the needs of victims of crime for government financial assistance.			X			

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Enforcement of all laws of the state dealing with the prevention of fires, storage, sale and use of explosives and other dangerous articles and equipment.					X	
- Enforcement of the minor vehicle and criminal laws of the state and the prevention and detection of crime.					X	
- Supervision of the conduct of parolees and information to the Board of Parole of their activities.		X				
- Administration of the parole and probation laws of the state.		X				
- Conducting investigations concerning persons subject for pardon or commutation of sentence or clemency.		X				
STATE PLANNING						
- Technical planning assistance.			X			
- Review of local plans to insure their harmony with state development plan.					X	
- Provision of information to public and to government agency officials.			X			
- Evaluation of statewide and regional-local plans.						X

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
TRANSPORTATION						
- Registration, titling and reviewing licenses of all motor vehicles.		X				
- Operates regional offices providing a full range of Motor Vehicle Administration services.		X				
- Revocation and suspension of driving privileges.		X				
- Assist in the rehabilitation of unsafe drivers.	X					
- Conducts examination of all new drivers.	X					
- Secures the return of operator's licenses and tags from drivers who have had their privileges revoked or suspended.		X				
LICENSING AND REGULATION						
- Racing Commission.						X
- Real Estate Hearing Board.						X
- Architectural Registration Board.						X
- Bank Commission.						X
- State Board of Cosmetologists.						X
- Board of Electrical Examiners and Supervisors.						X

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Board of Examining Engineers.						X
- State Board of Inspection of Horse Riding Stables.						X
- Apprenticeship and Training Council.					X	
- Minimum Wage Advisory Committee.						X
- State Board of Censors.						X
- Board of Examiners of Pilots.						X
- State Board of Commissioners of Practical Plumbing.						X
- State Board of Public Accountancy.						X
- Real Estate Commission.						X
- Commissioner of Small Loans.						X
- State Athletic Commission.						X
- Board of Barber Examiners.						X
- Division of Building, Savings and Loan Associations.						X
- Board of Examiners for Hearing Aid Dealers.						X

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Maryland Home Improvement Commission.					X	
- Insurance Division.						X
- Division of Labor and Industry.						X
- Employment Agency Advisory Board.						X
- Occupational Health and Safety Advisory Board.						X
- Advisory Council of Prevailing Wages Rates.						X
- Board of Examining Moving Picture Machine Operators.						X
- State Board of Registration for Professional Engineers and Professional Land Surveyors.						X
JUDICIARY AND INDEPENDENT AGENCIES						
- Court of Appeals.						X
- Court of Special Appeals.						X
- District Court.		X				
- Tax Court.		X				
- Public Defender.		X				
- Attorney General.						X
- Comptroller.				X		

DEPARTMENT/Programs and Services	Primary Group A	Primary Group B	Desirable Group A	Desirable Group B	Optional	Not Applicable
- Assessment and Taxation.		X				
- Humane Practices Commission.						X
- Workmen's Compensation Commission.						X
- Commission on the Aging.						X
- Commission on Human Relations.						X
- Maryland Automobile Insurance Fund.					X	

The above tabulations indicate that 45 state programs and services are primary candidates for inclusion within a "threshold" MSC, while sixteen programs and services are considered desirable with the minimum full-service MSC. Within the optional category, seventeen programs and services have been identified.

In addition to these state programs identified to be candidate inclusions in a multi-service center, there are certain federal departments and agencies which provide direct contact services to Maryland residents. There is such a commonality of purpose between these federal and state programs being provided to the identical consumer group that logic dictates the recommendation for their inclusion within an MSC.

Federal Departments/Agencies

Department of Health, Education and Welfare (HEW)

Social Security Administration

Department of Housing and Urban Development (HUD)

Federal Housing Administration (FHA)

Department of Agriculture

Agriculture Stabilization Conservation Service (ASCS)

Soil Conservation Service (SCS)

Farmers Home Administration

Department of Interior

Internal Revenue Service

Office of Economic Opportunity

U.S. Postal Service (Branch Post Office)

Local Agencies

It is obvious that the rationale for federal service delivery to be an inclusion of an MSC is relevant to county and local governments as well. Operational and functional inter-relationships between state and local governments currently exist in virtually all areas of service delivery. The relationship in most instances involves either financial, technical, research or training assistance provided by the state to local governments which administer and conduct the actual delivery of program services. Where direct contact is required in the provision of state and local coordinated programs, a potential mutual benefit resulting from a closer physical and operational relationship could

be realized. Activities of local health and social service agencies and the court and court related facilities and agencies appear to have particular potential for Multi-Service Center inclusion.

The location for an MSC within a political subdivision that is a service area or a part of a service area will affect the applicability of combining state and local service activities in MSC facilities. For example, if an MSC were to locate adjacent to a county or municipal service facility then such proximity would not necessitate a merger within a single structure. In the event an MSC were to locate in an area of a political subdivision where the resident population was being inadequately or inconveniently serviced, then such merger would be most opportune and beneficial. Considerations as to the inclusion of local government services within Multi-Service Centers will most appropriately be determined on a case-by-case basis.

Community Organizations

Since the Multi-Service Center will be the service forum for the population within a service area, then community organizations whose primary purpose is the serving of these people could also be included within an MSC. As with local agencies, community organizations' inclusion will have to be on a case-by-case basis. Certain organizations do not have statewide facilities; the needs for certain organization's services vary with great disparity throughout the state; and all of the organizations might not have the legal authority to function within a public facility.

The following are those types of community services considered to be desirable MSC inclusions:

Hotline Calls

Daily phoning to elderly

Meals on wheels

Sunday Breakfast

Transportation Pool

Higher Education Counseling

Veterans Organizations

Service Organizations i.e., Lions, Masons, Kiwanis, Rotary, etc.

Special Interest Groups, i.e., Religious, Social, Recreational, Cultural, Medical, etc.

Day care

Community switch board (information)

Alcoholics Anonymous

This recommendation for community function inclusion within Multi-Service Centers is further premised on system flexibility for inclusion. Certain groups might desire to have full time or part time representation available, others could provide a tie-line phone service to a central point, and others might be jointly represented by a single individual.

Private Groups

MSC's will be dealing with significant numbers of persons and certain of their related needs are only provided for by private non-profit or

profit groups. Primarily from a convenience and consumer satisfaction standpoint, such inclusions should be considered.

Private (Non-Profit)

Local Health and Welfare Councils

Private Foundations

Community Councils

Private Juvenile and Child Care Programs

Adoption Agencies

Legal Aid Services

NAACP Legal Defense Fund

Consumer Affairs

Consumer Law Organizations

Union Offices - Apprenticeship Training and Membership

Chamber of Commerce

Private (Profit)

Banks and Savings and Loan Associations

Restaurants

Bookstores

Drugstores/Pharmacies

Medical/Dental Offices

Optometrists

Photographers

Notary Public

Utility Companies

Legislative Representatives

Last, but far from least, office space could be made available within each MSC for the state and federal government elected representatives.

The benefit derivative to having the elected officials conveniently accessible to their constituency is obvious. Flexibility, again, will be a determining factor as to the degree for inclusion. In certain MSC's a single office could be adequate for use by all elected officials on a part time scheduled basis. One full time staff person could serve all the representatives sharing this office. In others, a tie-line to the full time office of a representative would be adequate. As with local agencies, these decisions would be made on a case-by-case basis.

In the aforementioned non-governmental inclusions within MSC's there is the underlying assumption that space availability would be on a commercial rental rate basis. This issue will be further evaluated in Phases 600 and 700, but if feasible, it is considered highly desirable to provide a fiscal offset to certain of the Multi-Service Center costs.

MSC THRESHOLD LEVELS

Assuming full and complete data availability, the following formulations could be utilized in determining threshold staffing and population levels necessary to support full service Multi-Service Centers:

1. Total Program Caseloads/ MSC System = $\sum \frac{\text{(Total Service Contacts per MSC Program)}}{\text{(Frequency Factor per Caseload)}}$

2. Population per Caseload = $\frac{\text{(Total state population)}}{\text{(Total state caseload)}}$

3. Total Service Delivery staff/MSC System = $\sum \frac{\frac{\text{(Program Service Contacts)}}{\text{(Delivery Days)}}}{\text{(No. Service Contacts per program staff per day)}}$

4. MSC Threshold Staff = (No.MSC Candidate Programs x average Program Staff) + (No. Support Staff per Program)

5. MSC Caseload = (Threshold Staff x Caseloads per Staff/Day)

6. MSC Threshold Population = (MSC Caseload x Population per Caseload)

At this time, several data elements essential to the application of the above procedure are unascertained. However, the desirability of examining a full range of service delivery concepts required that population and staff threshold levels be determined based on available information.

MSC Threshold Staff

The MSC Candidate Programs and Services indicates that there are a minimum of approximately 60 current state programs that should function in a full scale service center. IT IS ANTICIPATED - AND THIS IS ONE OF THE PRIMARY PURPOSES OF THESE MSC PROGRESS REPORTS - THAT AFTER AGENCIES

HAVE HAD THE OPPORTUNITY TO REVIEW TABLE 1, THEIR COMMENTS AND INFORMATION INPUTS AS TO SPECIFIC PROGRAM CANDIDACY, CASELOADS AND STAFFING REQUIREMENTS WILL BE PROVIDED, WHERE SUCH HAS NOT YET BEEN PROVIDED.

It is apparent that each of the candidate programs will have a wide range of staffing requirements necessary for viable MSC operations and for in-service and out-service direct contact programs based on location and the socioeconomic characteristics of the service area. Many will need only part time staff while others will require the full time effort of several staff persons. Only a detailed study by the departments involved, together with executive decisions regarding administrative organization of an MSC (to be evaluated in Phase 500) will determine definitive threshold staff. Since evaluations and decisions such as this can only best proceed with an overall viewing of general intent, some preliminary estimates of required information are in order, for illustrative purposes only.

The current direct contact programs applicable to an MSC have been identified and an assignment of staff felt to reflect the minimum required to adequately carry out program operations has been assumed. The analysis identifies programs considered as applicable to a Multi-Service Center, but it must be recognized that not all programs will reasonably be required in each Multi-Service Center. Based on this it has been considered that if a threshold, full service Multi-Service is to respond to state mandates, it should be prepared to service a

minimum of 60 programs and it will need an estimated minimum staff of about 100.

MSC Threshold Population

For purposes of developing a relationship among employees and population that could be used to estimate a threshold support population until such time as more definitive data is available, employee levels of the Social Service Administration were used. Social Services currently maintains a ratio of about 0.7 employees per 1,000 population. Since it is estimated that social service programs would constitute at least 50 percent of multi-service center activity, a full Multi-Service Center staffing is suggested at a ratio of 1.4 employees per 1,000 population. Assuming efficiencies will be achieved in the areas of Multi-Service Center operation and administration, the ratio for application in developing the threshold population is 1.0 employee per 1,000 population. The MSC threshold population is formulated as follows:

a. MSC Threshold Population = $\frac{\text{(MSC Threshold Staff) (Staff:Population)}}{\text{Delivery Staff per Population Factor}}$

b. MSC Threshold Population = $\frac{(100)\ \ (1{,}000)}{1.0}$

c. MSC Threshold Population = 100,000

Application of this procedure illustrates that the smallest, viable, multi-service center offering all state direct contact programs at a single location would serve approximately 100,000 residents and contain a state staff of about 100.

It is valuable to note that the relationship of service staff to population utilized in estimating the Multi-Service Center population threshold level correlates with other integrated service delivery experiences.

An evaluation of service centers conducted by Robert Perlman and David Jones ("Neighborhood Service Centers", U.S. Department of Health, Education and Welfare, Washington, D. C., 1967) compares target area populations and number of professionals serving them as shown in the following table:

Service Centers	I	II	III	IV
Target Population per Center	54,000	12,000	13,000	26,000
Number of Service Staff/Center	24	7	17	14
Population/Service Staff	2,250	1,760	776	1,880

The average of the population per service staff member is 1,694. This figure applies to neighborhood service centers providing only social services and somewhat exceeds the 1,000 population per service staff member utilized in the Multi-Service Center calculation. In a multi-service center a higher relative rate of intake is anticipated due to the broader client group and extensive number of service programs. On this basis, we have estimated that a target population of 1,000 will require one service staff member.

MSC Threshold Size

Various sources suggest that general purpose office space requires approximately 250 square feet per staff member, including all circulation and ancillary space.

For instance, one source gives 150 square feet per person as the mean figure, with another 65 percent for circulation and extras - making a total of 250 square feet per person. (M. V. Facey and G. B. Smith, "Offices in a Regional Center", January 1968).

Other similar studies completed by the States of Florida and Wisconsin as well as various counties and cities throughout the United States recommend that the gross square footage per person for a community center building should be 250 to 275 square feet. Assuming that a multi-service center will provide for all service staff, MSC administration and support personnel (these will vary by degrees, explained in greater depth in the Phase 500 Report), ancillary facilities including conference rooms, central intake area, and other ancillary spaces, and that many clients will be accompanied by other members of the household, experience shows that 300 square feet per service delivery staff member is a reasonable figure. This staff/space factor does not include space for other related governmental agencies and non-governmental groups. This space allocation will directly parallel the group inclusions as approved by the Department of State Planning and committed to a particular MSC.

III. REFINED MSC SYSTEM CONCEPTS

III. REFINED MSC SYSTEM CONCEPTS

The preceding concepts reflected the multi-service center system from several viewpoints:

- The Existing Pattern (Concept A)
- By County Seats (Concept B)
- By Regions (Concept C)
- By Population (Concept D)

Each of these had certain advantages, but they each placed locational and/or accessibility criteria as the primary base. Having now approximated the full MSC program inclusions, its staffing and its threshold level, it is possible to conceptualize how well service areas relate to about 100,000 people and to their needs and to local and statewide conditions. Subsequent concepts must reflect this additional dimension of consideration.

Concept E: By Population Thresholds

Concept E subdivides the state into 43 service areas, each containing about 100,000 people. Each of the 43 service areas contain a threshold MSC. These MSC service areas reflect considerations of the county and regional concept. Specifically, the MSC location within a service area reflects the benefits of maintaining governmental identification as well as the advantage of convenience to major population concentrations as defined in the four preceding concepts.

This conceptualized system relates a current service area population of 100,000 persons to the existing state service system, to county seats,

to regional delineations and to population concentrations and adds the important dimension of improved delivery of services. Because Concept E encompasses most of the MSC considerations, it warrants detailed study.

The service areas diagrammed in Figure 5 have the common denominator of approximately 100,000 people each. As in previous concepts the service area configurations have a variety of alternatives - none of which affect the concept premise. The service area boundaries honor county lines except where there is a marked incongruity between population thresholds and political jurisdictions. As an example, Baltimore City and the County of Baltimore have a combined population of over 1.5 million. This intensity so exceeds the "threshold" level that divisions into 100,000 population elements are meaningless. Concept E defines Baltimore City as one service area and then identifies groups of threshold levels adjoining it. However, the city and county political jurisdictions remain intact.

In the case of less populated counties, grouping is necessary in order to achieve the threshold level of 100,000 population. On the basis of thresholds, 14 counties will require grouping; the others will need subdivision.

This concept has marked advantages over those described in earlier concepts. It achieves many of the MSC goals and objectives, it honors

all possible jurisdictional prerogatives, its staffing is in balance with the people served...but most importantly it is predicated on a sensitivity of peoples needs and improved service delivery response.

There are two major deficiencies, however, that Concept E does not overcome. First, there appears to be no reason to limit any specific MSC to a "threshold" level. So long as the access and convenience objectives are achieved, two or more "threshold" MSCs could be combined into a single facility. This would certainly occur in the higher density areas of the state. Accordingly, the number of MSCs indicated on Figure 5 can be reduced by merger. Once the threshold level is exceeded, there is no limit on size except for the concerns of accessibility, site capacity and human scale. Wherever the service areas of 100,000 are in such proximity that accessibility is no longer a problem, the "threshold" MSCs should be merged into larger units seeking maximum efficiency but should never lose the personalized scale required for meaningful relation and consultation between the citizen and his government. The distribution of population within the state indicates that over 75 percent of the people could be efficiently served by full multi-service centers considerably beyond the "threshold" level.

Second, the threshold level does not provide conveniently located state services to that quarter of the population inhabiting the more remote or sparsely settled portions of Maryland. The concept of a multi-

service center, when brought to the threshold level, will still not have the ability to conveniently deliver services to remotely located people. The inability to deliver services in sparsely settled areas does not eliminate the need. These delivery deficiencies might force those needing services into a preference to live nearest the place capable of delivering them. Thus a population shift, that might not be desirable, could be subtly influenced. Concept E, seeking the smallest possible size for any MSC that provides comprehensive, convenient services and improved relationships between the people and their government, fails to overcome this disadvantage of accessibility.

Despite its primary deficiency, that is, service areas being too small or too large, Concept E emerges as a major step toward achievement of the goals and objectives for an MSC system. It is primarily based upon consideration of people and where they live, and the service area with its located MSC has a flexibility to modify through time (prior to its implementation) in direct relationship to population growth, shift or decrease. However, the flexibility of the threshold MSC after implementation, to respond to changing programs, changing consumer needs, changing regulations, requirements and funding as well as other forces of change - uncontrollable or unanticipated - is minimal.

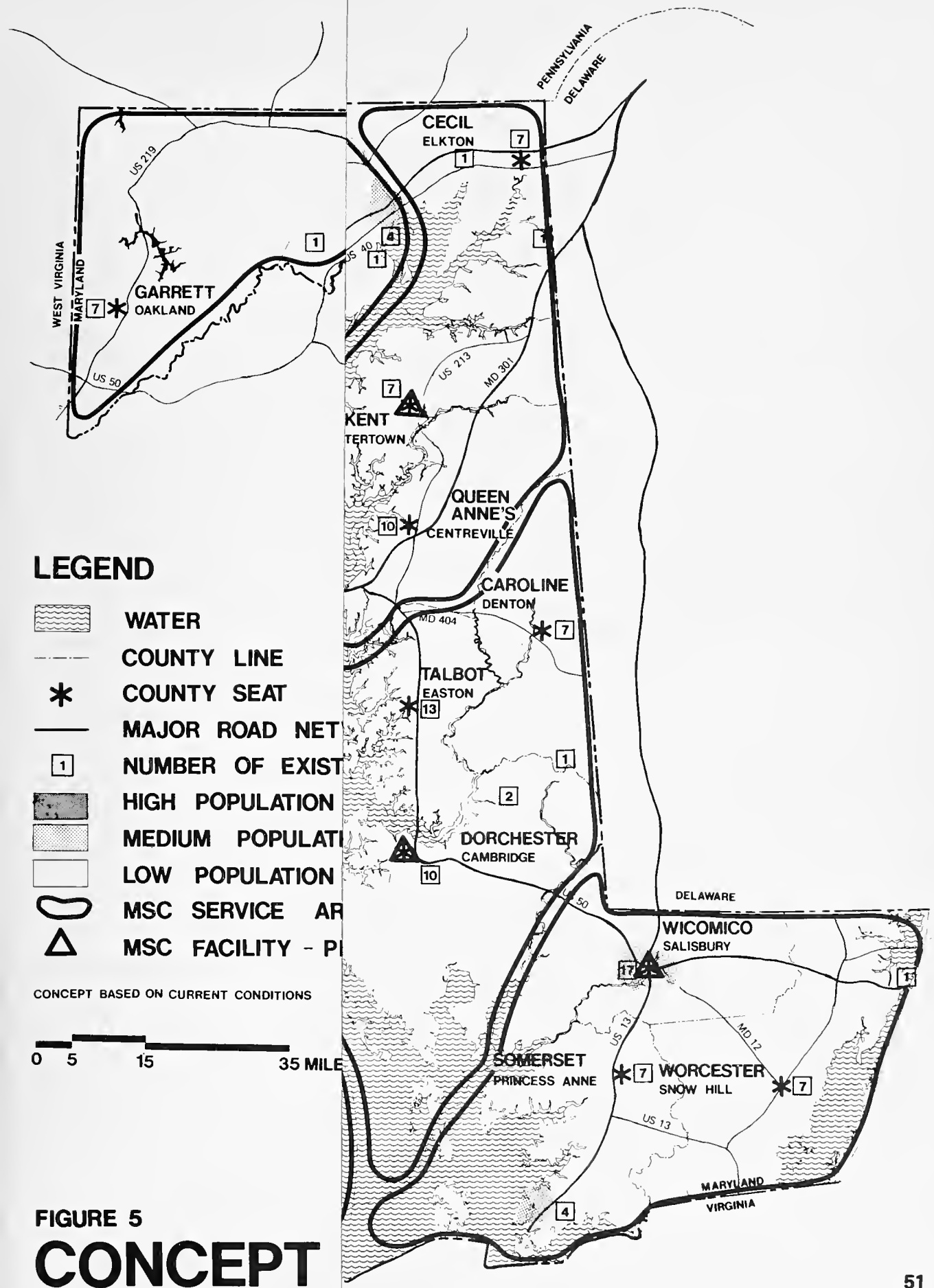


FIGURE 5

CONCEPT

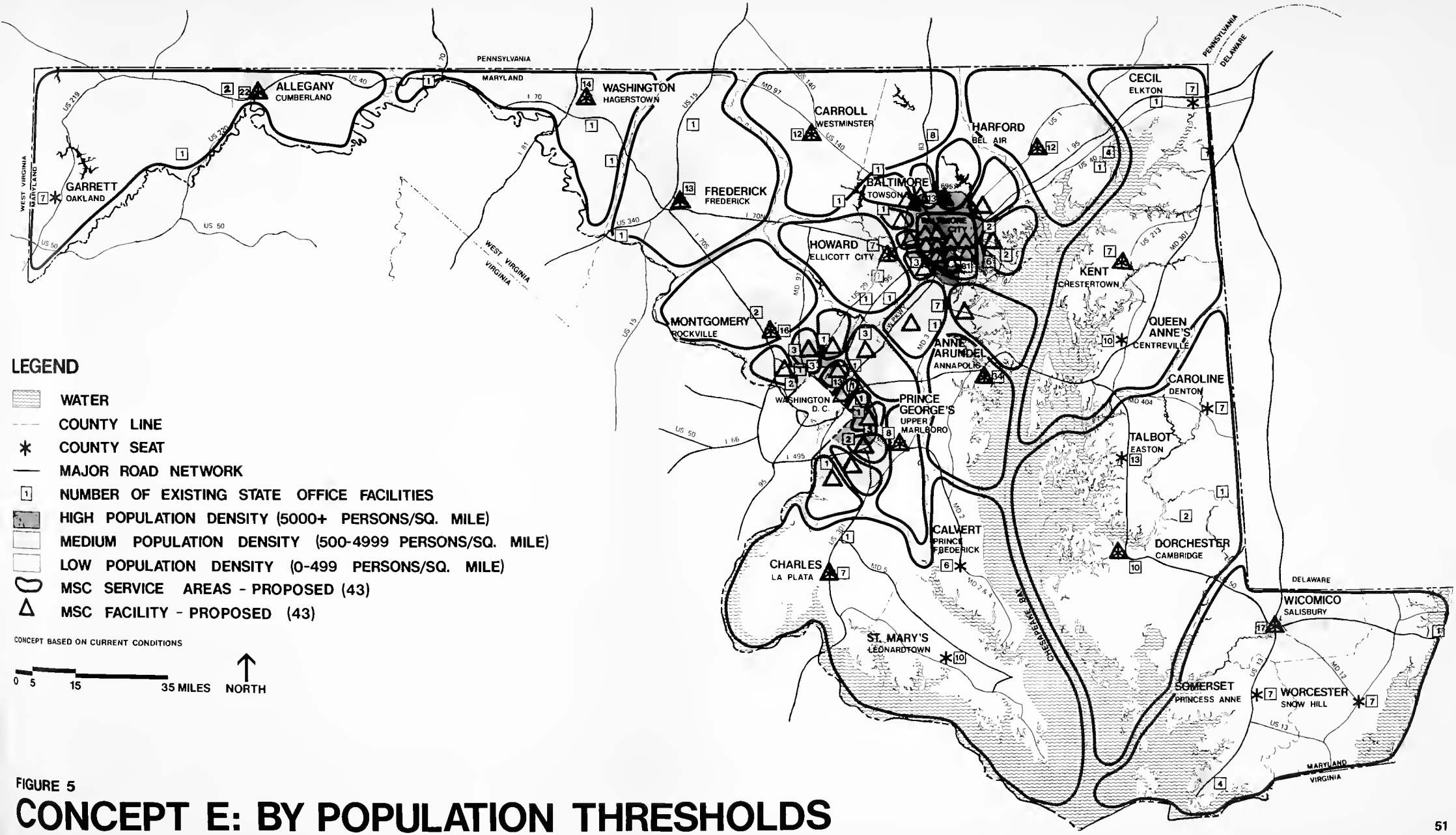


FIGURE 5

CONCEPT E: BY POPULATION THRESHOLDS

Concept F: By Service Equality

Concept E, "Population Thresholds," introduced programs, staffing levels, population thresholds and service areas. It defined the minimum size for a multi-service center to provide a full array of state direct contact services. Concept E recognized that a "threshold" facility would not always be appropriate for heavily populated areas and that sparsely populated areas cannot be conveniently served by a threshold MSC in a threshold service area.

Concept F is in response to the successive build-up of advantages and disadvantages described in Concepts A, B, C, D and E.

Concept F introduces "service equality." It recognizes differences in population concentrations, population densities, accessibility factors, socio-economic characteristics and population needs. It responds to support thresholds required for a full MSC facility and introduces facilities applicable to above or below threshold needs. It reflects a capability for flexibility and provides a sensitive rationale for service area delineation. Concept F further recognizes that any system of this magnitude - a state governments' service response to the service needs of all of its people - must accept the fact that there will be "exceptions to all rules." Concept F and its flexibility appears to contain the ability to respond to even the exceptions.

The past, present and projected populations by county as charted on Table 2 are used as the base for this concept.

TABLE 2

STATE OF MARYLAND

PRELIMINARY POPULATION PROJECTIONS - BY COUNTY

	1960	1970	1980	1990	2000
Maryland	3,100,689	3,922,399	4,683,399	5,420,200	6,149,500
Counties					
Baltimore City	939,024	905,759	900,000	900,000	900,000
Allegany	84,169	84,044	85,000	86,000	87,000
Anne Arundel	206,634	297,539	428,000	522,000	640,000
Baltimore	492,428	621,077	750,000	850,000	950,000
Calvert	15,826	20,682	27,000	32,000	38,000
Caroline	19,462	19,781	20,000	20,500	21,000
Carroll	52,785	69,006	90,000	112,000	134,000
Cecil	48,408	53,291	59,000	64,000	70,000
Charles	32,572	47,678	80,000	108,000	135,000
Dorchester	29,666	29,405	30,000	30,700	32,000
Frederick	71,930	84,927	105,000	130,000	155,000
Garrett	20,420	21,476	22,500	23,500	24,500
Harford	76,722	115,378	155,000	195,000	235,000
Howard	36,152	61,911	125,000	222,000	300,000
Kent	15,481	16,146	17,000	18,000	20,000
Montgomery	340,928	522,809	675,000	810,000	925,000
Prince George's	357,395	660,567	790,000	940,000	1,090,000
Queen Anne's	16,569	18,422	20,000	22,000	24,000
St. Mary's	38,915	47,388	55,000	60,000	65,000
Somerset	19,623	18,924	19,000	20,000	21,000
Talbot	21,578	23,682	26,000	28,500	32,000
Washington	91,219	103,829	118,000	130,000	143,000
Wicomico	49,030	54,236	60,000	66,000	73,000
Worcester	23,733	24,442	27,000	30,000	35,000

Source: Department of State Planning.

Relating these populations with administrative efficiency, comprehensiveness of service and geographic convenience suggests the following levels of MSCs.

Level Two (The Threshold): A Level Two MSC has a service population of about 100,000; a state staff of about 100; a gross building area of approximately 30,000 sq. ft. for state operations. This represents 300 sq. ft. for each state employee within the multi-service center. Level Two centers would be located in low density or rural areas where populations of 100,000 have reasonable accessibility.

Level Three: Suburban areas or areas of medium population densities can support an MSC double the threshold level without any geographic or accessibility inconvenience. A Level Three center would serve a population of 200,000 to 250,000; it would have a state staff of 200 to 250; its gross building area for full state services would range from 60,000 to 75,000 sq. ft.

Level Four: Urban areas or areas of high population densities can group delivery services into even higher levels without any loss of contact or accessibility. A center serving about 500,000 urban residents would offer the same locational benefits as the threshold center of 100,000. Level Four MSCs would have a service area population of about 500,000; the state staff would number 500; the gross building area would be approximately 150,000 sq. ft. It is important to note that the size of this Level Four MSC might be considered insensitive to human scale from a service delivery standpoint. This MSC must be carefully evaluated in Phase 500.

When these three MSC levels are plotted, it is apparent that such a system serves the state well. There is no discernible reason why any single MSC should serve a population over one-half million (Level Four); the suburban (Level Three) centers serving 200,000 to 250,000 are conveniently located, but not so close as to be redundant; and the threshold centers (Level Two) provide full service to most of the less populated areas. However, the coverage in the lower density areas is far below the access levels enjoyed in higher density areas. Since the threshold MSC cannot be reduced without losing its full service capability, an additional MSC level is needed for those areas of the state that cannot support a full multi-service center even at the threshold level. Accordingly, the concept of a Level One - below threshold level MSC is added to the three MSC levels.

Level One (Below Threshold): A Level One MSC would be specifically responsive to localized need and conditions within each service area. As such it is a totally flexible facility. It can range from a kiosk within a people-gathering place, such as a shopping center; a communication linkage point to another MSC; or an ombudsman post. The ombudsman could serve to ameliorate any problems which might preclude or make difficult the delivery of timely and responsive service. The setting of appointments, arranging or providing transportation and other activities to facilitate meeting the needs of citizens could also be the ombudsman's responsibility.

A Level One MSC could also be a field office with certain permanent staff supported by roving staff from other MSCs directly in accordance to scheduled day-to-day needs. It could also be a totally mobile unit which would respond to needs of people in remote areas not conveniently accessible to an MSC as well as persons with special need responses such as the handicapped, elderly, blind, convalescent or other non-mobile persons.

The total flexibility of a Level One MSC provides the wherewithall for bringing services to the people or the people to the services in those instances where full time staff for full service delivery cannot be supported. However through this innovative technique, peoples needs will be satisfied. With this additional MSC level, the state service delivery system is complete.

The following Table 3 identifies the Multi-Service Center requirements for the state at each of the four MSC levels based on current county populations. The geographical distribution for the various level MSCs is shown on Figure 6.

TABLE 3

MULTI-SERVICE CENTERS

BY FOUR LEVELS AND BY COUNTY

Area	1970 Population	Level 1 Satellite	Level 2 Threshold	Level 3 Suburban	Level 4 Urban
Baltimore City	906,000	--	--	2	1
Baltimore County	621,000	--	--	3	--
Prince George's	661,000	--	2	--	1
Montgomery	523,000	--	1	2	--
Washington	104,000	--	1	--	--
Anne Arundel	297,000	--	3	--	--
Carroll	69,000	--	1	--	--
Howard	62,000	--	1	--	--
Calvert	21,000	1			
Charles	48,000	--	1	--	--
St. Mary's	47,000	1			
Allegany	84,000	--	1	--	--
Garrett	21,000	1			
Caroline	20,000	1			
Dorchester	29,000	--	1	--	--
Talbot	24,000	1			
Cecil	52,000	1			
Kent	16,000	--	1	--	--
Queen Anen's	18,000	1			
Somerset	19,000	1			
Wicomico	54,000	--	1	--	--
Worcester	24,000	1			
Harford	115,000	--	1	--	--
Frederick	85,000	--	1	--	--
Totals	4,000,000	9	16	7	2

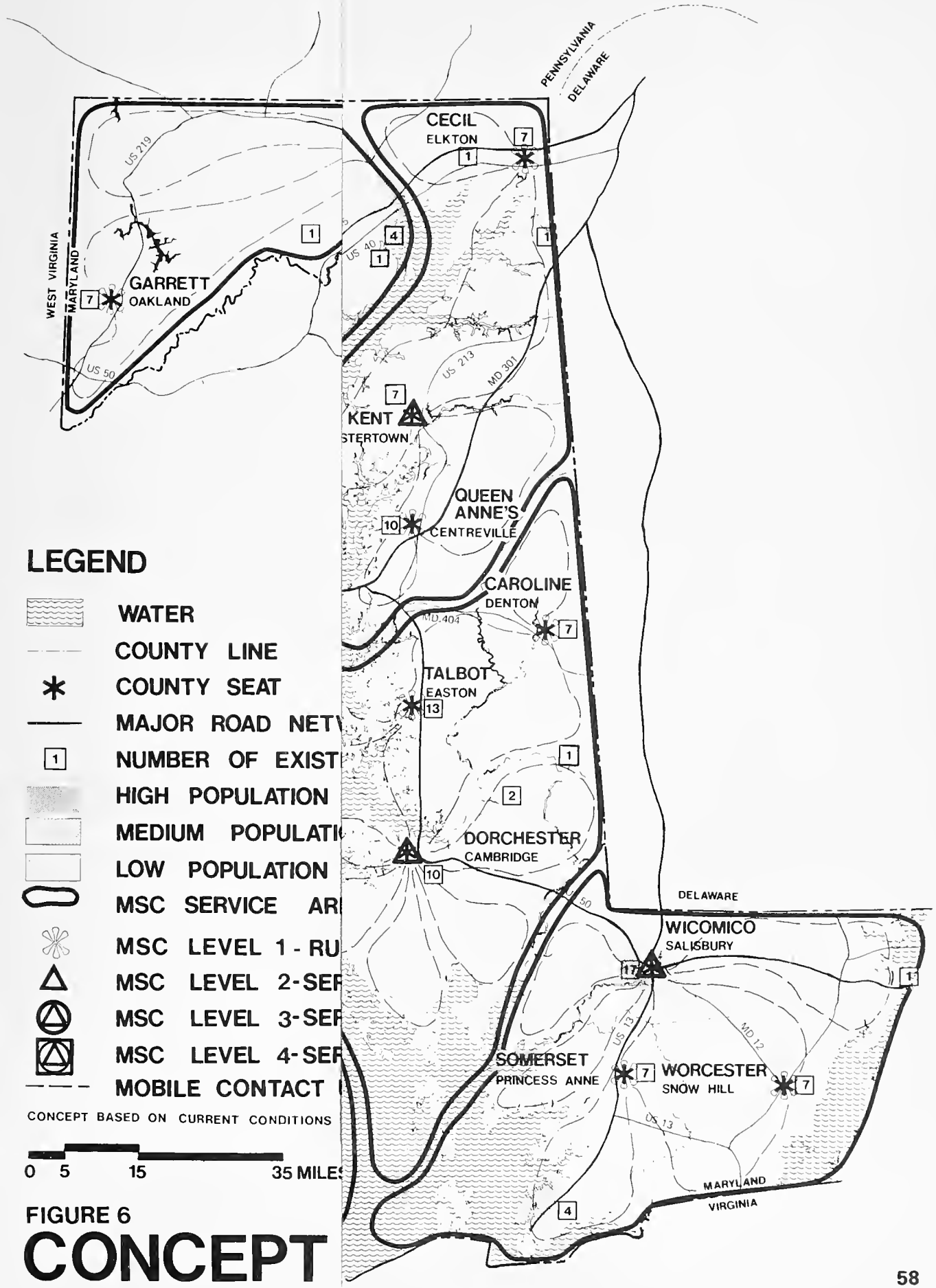
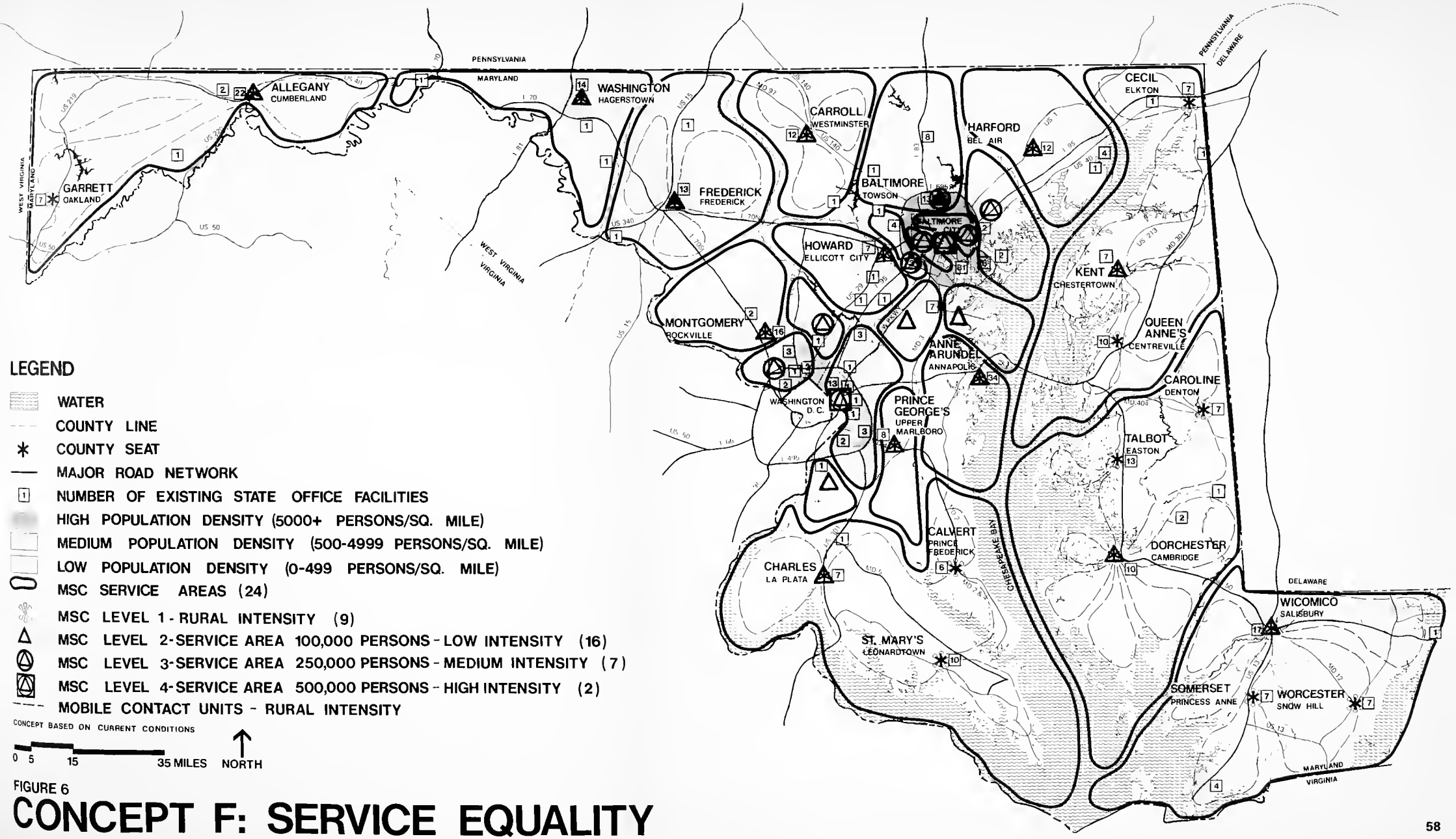


FIGURE 6

CONCEPT



LEGEND

- WATER
- COUNTY LINE
- COUNTY SEAT
- MAJOR ROAD NETWORK
- NUMBER OF EXISTING STATE OFFICE FACILITIES
- HIGH POPULATION DENSITY (5000+ PERSONS/SQ. MILE)
- MEDIUM POPULATION DENSITY (500-4999 PERSONS/SQ. MILE)
- LOW POPULATION DENSITY (0-499 PERSONS/SQ. MILE)
- MSC SERVICE AREAS (24)
- MSC LEVEL 1 - RURAL INTENSITY (9)
- MSC LEVEL 2 - SERVICE AREA 100,000 PERSONS - LOW INTENSITY (16)
- MSC LEVEL 3 - SERVICE AREA 250,000 PERSONS - MEDIUM INTENSITY (7)
- MSC LEVEL 4 - SERVICE AREA 500,000 PERSONS - HIGH INTENSITY (2)
- MOBILE CONTACT UNITS - RURAL INTENSITY

CONCEPT BASED ON CURRENT CONDITIONS

0 5 15 35 MILES NORTH

FIGURE 6

CONCEPT F: SERVICE EQUALITY

This Concept F system , under current conditions, results in 9 below threshold (Level One) centers, 16 threshold (Level Two) centers, 7 suburban (Level Three) centers and 2 urban (Level Four) centers. In order to gain the threshold levels, 14 counties must group their service areas in order to support five MSCs. These 14 counties would require Level One centers, as well. Only two high intensity Level Four centers are needed, one in Baltimore City and another in Prince George's County. Eight suburban or median Level Three centers are indicated and all fall within the Baltimore-Washington Metropolitan Area and Corridor.

Since MSCs (Levels Two - Four) are permanently located and act as major anchors to the areas they serve, they must change and grow in response to the service area population. The Department of State Planning projects an increase in population from the current 4 million to 6 million by the year 2000. The following tabulation indicates tha state's estimate of population change and relates that change to the Concept F MSC system. This projected system is illustrated on Figure 6A.

TABLE 4

CONCEPT F MSC SYSTEM PROJECTED TO THE YEAR 2000

Area	1970 Pop.	2000 Pop.	MSC Projection
Baltimore City	905,000	900,000	No change. The one urban and two suburban centers would continue without expansion.

Area	1970 Pop.	2000 Pop.	MSC Projection
Baltimore County	621,000	950,000	Major change. The three suburban centers will be at capacity by 1980. Geographics do not indicate an additional center. Therefore, at least one of the centers should be capable of expansion to the urban level serving a population of 500,000 or a threshold or suburban center should be added in response to a dispersion of population growth.
Prince George's	661,000	1,000,000	Major change. The pattern proposed for current population levels is one urban and two threshold centers. With a near doubling of the population, the threshold centers should grow to suburban size and perhaps a new threshold center is added if the population is dispersed.
Montgomery	523,000	925,000	Major change. Present populations require two suburban centers and one threshold center. The expected population increases will demand two more suburban centers, one which is a conversion from a threshold to a suburban, and perhaps the introduction of a new threshold center.
Washington	104,000	143,000	Moderate change. The one threshold MSC now defined could readily expand. No additional locations will be needed.
Anne Arundel	297,000	640,000	Major change. While the present population requires only three MSCs at threshold level, the requirements will double. Geographic and access situations related to the rate and type of current development suggest that all three threshold centers be capable of expanding to the suburban level. In addition, the site for an added threshold MSC should be located in the southern portion of the county.

Area	1970 Pop.	2000 Pop.	MSC Projection
Carroll	69,000	134,000	Moderate change. The present population level is below the threshold. Growth to 100,000 would bring this county to the threshold level. Growth to the estimate for the year 2000 can be accommodated within the basic facility.
Howard	62,000	300,000	Major change. Expected growth of this magnitude will demand major additions and changes to the single threshold level center that could be justified today. Distance problems are not significant in this county but planning considerations are. Howard County is planning on modest densities. This suggests two additional threshold centers, bringing the total to three. Expansion of centers beyond the threshold level could be harmful to overall county planning.
Calvert	21,000	38,000	No change. Although Calvert County may expect a doubling of its population, even the higher figure does not warrant a threshold MSC. A below threshold center must serve. As Charles County more than doubles its population, it will reach the threshold position. However, any MSC in this area must still respond to the counties of Calvert and St. Mary's. Between the counties of Calvert, Charles and St. Mary's there will be the need for one additional threshold level MSC. St. Mary's County is expected to have a relatively low growth rate. The tri-county grouping of Charles, Calvert and St. Mary's remains as an MSC unit.
Charles	48,000	135,000	
St. Mary's	47,000	65,000	

Area	1970 Pop.	2000 Pop.	MSC Projection
Allegany Garrett	84,000 21,000	87,000 25,000	No change. For purposes of MSC thresholds, Allegany was joined with Garrett. It takes both counties to provide support for a threshold MSC. No major growth is expected in Allegany so no additions beyond the one level two MSC plus one below threshold level MSC. The bi-county MSC system should efficiently handle all of Garrett County's delivery situations.
Caroline Dorchester Talbot	20,000 29,000 24,000	21,000 32,000 32,000	No change. These three neighboring counties are treated as a group because singly they cannot support a threshold MSC. Combined, they approach the threshold level and can be well served by two additional below threshold centers.
Cecil Kent Queen Anne's	53,000 16,000 18,000	70,000 20,000 24,000	No change. Again counties have been grouped to achieve the MSC threshold level. It is unlikely that any major deviations from the proposed system will occur during the next 30 years.
Somerset Wicomico Worcester	19,000 54,000 24,000	21,000 73,000 35,000	No change. Although each of these counties will continue to grow and will have an increasing demand for state services, none will reach the threshold. These counties will continue with one joint threshold MSC supported by two below threshold centers.

Area	1970 Pop.	2000 Pop.	MSC Projection
Harford	115,000	235,000	Major change. Because of its population and its growth rate, Harford is an MSC entity. The present population justifies one threshold level center. If Harford continues along its current path of development, one more MSC at the threshold level will be required. The need for either urban or suburban-type MSCs is not evident.
Frederick	85,000	155,000	Moderate change. Frederick County is expected to nearly double its population within the next 30 years. Presently, one threshold level can serve it well. Geography does not warrant another MSC. Most likely, the response to growth in Frederick County would be by adding to the MSC established initially.

This evaluation further evidences the additional flexibility of Concept F in its ability to respond to changes through time.

A number of other concepts, in addition to those presented in this report, were considered but dropped such as providing full state services and programs as well as full time state staff in neighborhood service centers and/or county service centers - both existing and proposed. The service population of these centers lack the support levels for a full service MSC.

Concepts related to socio-economic characteristics or physical development patterns were also dropped since they were invalid as a purely simplistic concept but totally valid as an inclusion of broader concepts.

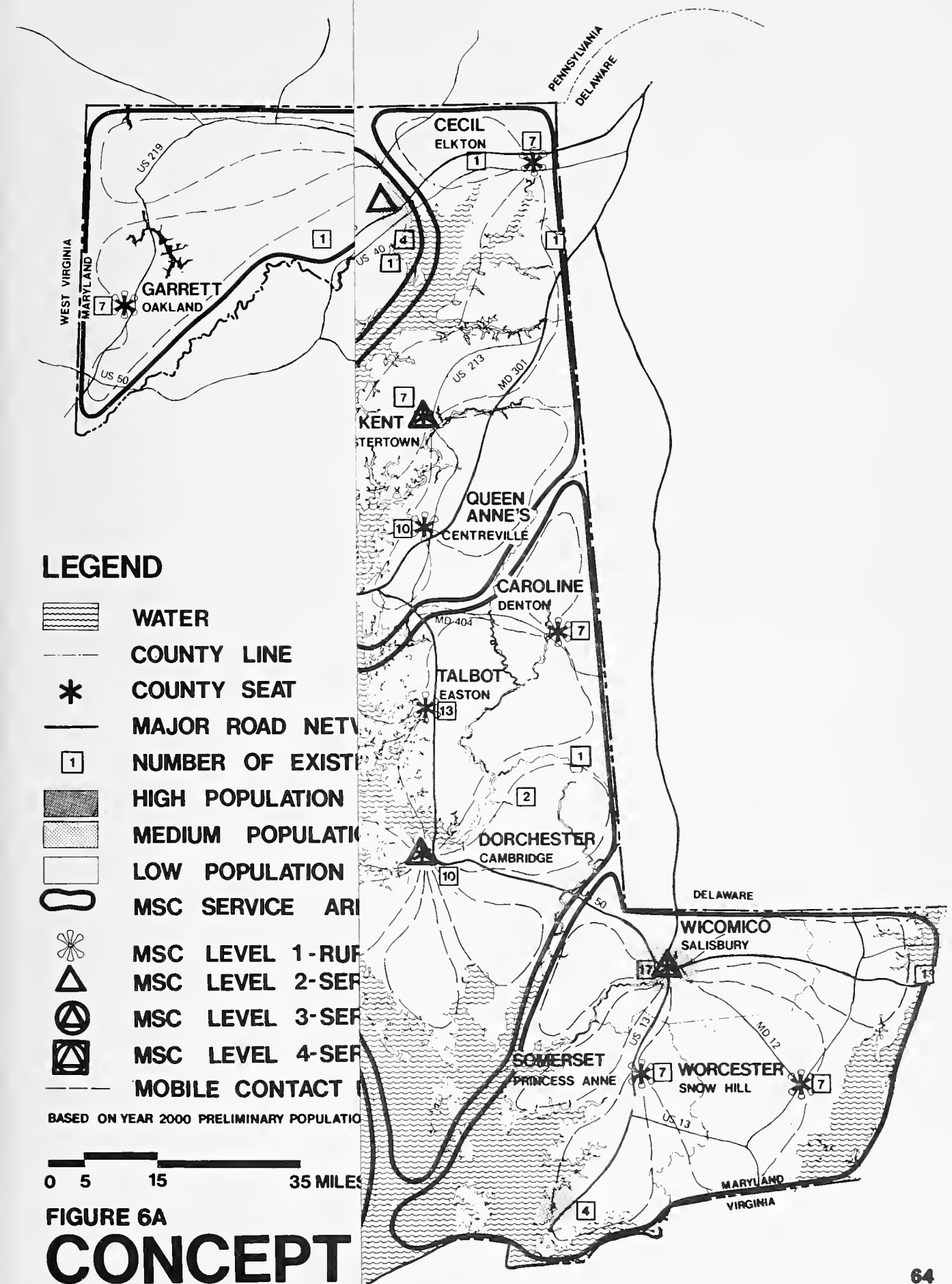
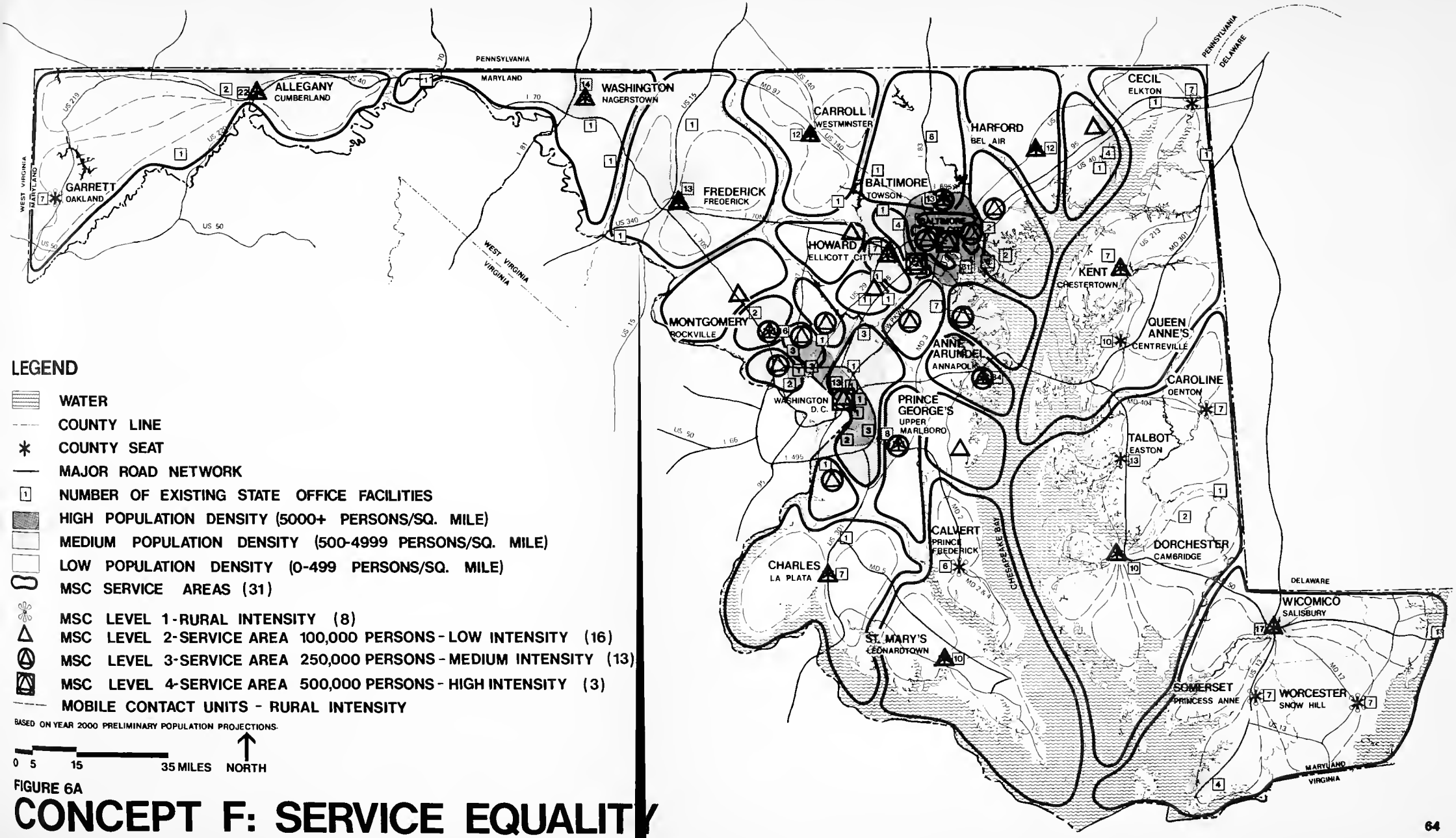


FIGURE 6A

CONCEPT



LEGEND

- WATER
- COUNTY LINE
- COUNTY SEAT
- MAJOR ROAD NETWORK
- [1] NUMBER OF EXISTING STATE OFFICE FACILITIES
- HIGH POPULATION DENSITY (5000+ PERSONS/SQ. MILE)
- MEDIUM POPULATION DENSITY (500-4999 PERSONS/SQ. MILE)
- LOW POPULATION DENSITY (0-499 PERSONS/SQ. MILE)
- MSC SERVICE AREAS (31)
- MSC LEVEL 1-RURAL INTENSITY (8)
- MSC LEVEL 2-SERVICE AREA 100,000 PERSONS - LOW INTENSITY (16)
- MSC LEVEL 3-SERVICE AREA 250,000 PERSONS - MEDIUM INTENSITY (13)
- MSC LEVEL 4-SERVICE AREA 500,000 PERSONS - HIGH INTENSITY (3)
- MOBILE CONTACT UNITS - RURAL INTENSITY

BASED ON YEAR 2000 PRELIMINARY POPULATION PROJECTIONS.

0 5 15 35 MILES NORTH

FIGURE 6A

CONCEPT F: SERVICE EQUALITY

IV. MSC ALTERNATIVE COMPONENTS

IV. MSC ALTERNATIVE COMPONENTS

The concepts for an MSC system, as presented in this report, involve uniform level multi-service center facilities as well as multi-service center facilities at varying levels. Primarily, the concepts address methodologies to achieve convenient state direct contact program service delivery for all residents of the state reflecting a sensitivity to persons various needs, life styles, desires, location and mobility.

The traditional approach to providing services has been to deal with them separately, in a categorical fashion. Peoples needs usually are not in direct parallel to such specialized delivery. The MSC concept is a major breakthrough in the availing of comprehensive programs and services in a single, convenient facility and location.

In this section, a number of component considerations are explored and alternatives are presented. These components include:

- Physical Facilities
- Accessibility
- Relationship to Activity Nodes
- System Flexibility and Demand Satisfaction
- Technological Opportunities
- Joint Development of Facilities
- Relationships with Agencies within and outside MSCs
- Site Location and Selection
- Directory of Services

Each of these components has been studied in view of the conceptual MSC systems where alternative components have applicability to

certain of the service delivery systems or the individual MSCs within a given service delivery system.

An additional key component requiring study is administrative organization. For the purposes of this study our view is pragmatic: improving the work place, the delivery system, and the nature of the work can lead to better client relations. This component will be fully evaluated in Phase 500 and refined in subsequent phases of this MSC study.

Physical Facilities

Alternative A: Complete MSC Units With All Facilities and Personnel At Central Location.

This alternative places all elements needed for service delivery within a single multi-service center. Figure 7 illustrates this alternative.

All persons, within a service area, needing state services will visit the MSC for delivery. The MSC will contain all administrative, technical, support and general service delivery staff. This alternative provides many administrative and operational advantages, especially in terms of inter-and intra- agency communication and coordination. Certain efficiencies and economies are also possible through central clerical pools, central mail room, central library, central printing and duplicating, central car pool and maintenance, repair and fueling, central telephone, central data bank and the like.

This alternative is appropriately applicable on a regional basis as well as in MSC Levels 3 and 4 as proposed in Concept System F.

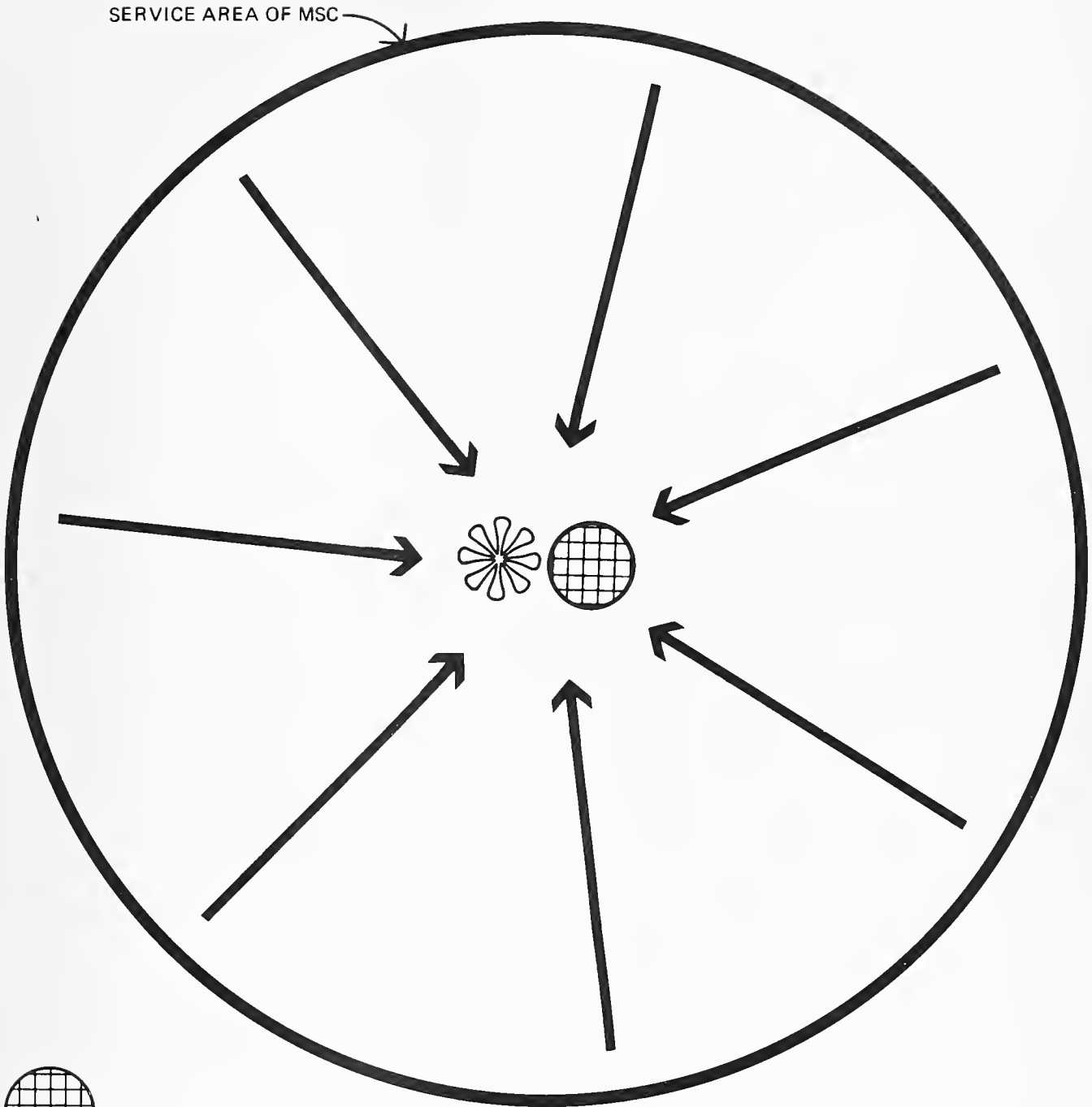


FIGURE 7

PHYSICAL FACILITIES

ALTERNATIVE A: COMPLETE MSC UNITS WITH ALL FACILITIES & PERSONNEL AT CENTRAL LOCATION

Alternative B: Client Contact Dispersed Throughout Service Area

This alternative, Figure 8, provides "customized" facilities for client contact. Considerable flexibility is afforded by this alternative and contact with clients would be at the below threshold MSC level or in those areas remote to central points of accessibility and population concentrations.

The alternative suggests a central point containing all administrative, technical and support staff and functions with dependent, dispersed service delivery facilities. In essence, these facilities would be satellites of the base center.

The base center could be a central office or an MSC serving as a regional base or an MSC Level 3 or 4. The satellites could be an MSC Level 1 or 2 or a mobile facility that has scheduled, relatively long term, stop overs in various remote areas in need of service coverage.

Heavy emphasis is placed on relatively sophisticated data storage and retrieval systems and other communication conduits. The evaluation of this alternative in subsequent study phases will consider the long lead time needed for data systems and communication development, testing and installation. The costs of this equipment and its operation will also be carefully evaluated against the anticipated benefits.

The rural and remote areas of the state with dispersed populations are best suited to this alternative.

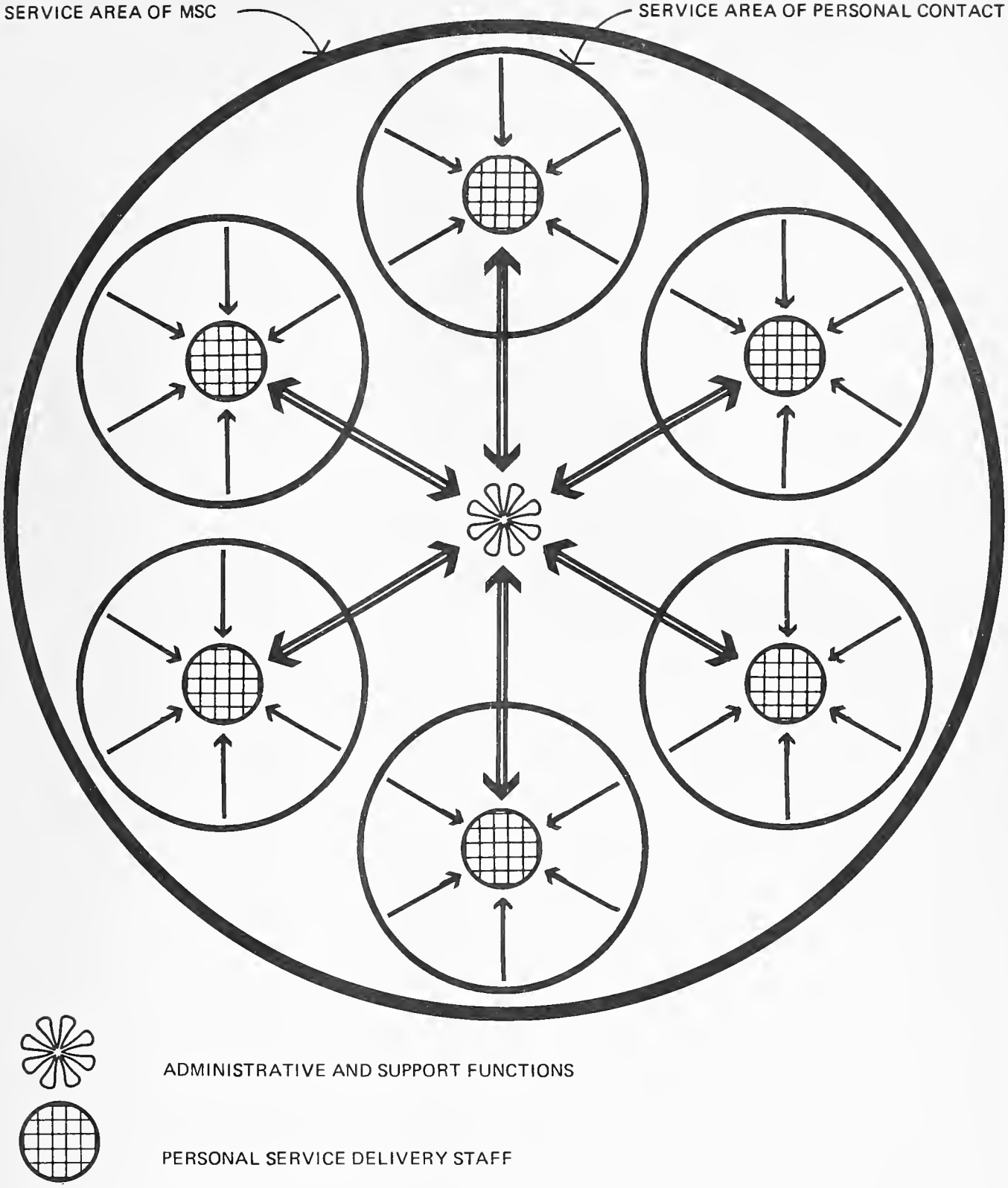


FIGURE 8

PHYSICAL FACILITIES

ALTERNATIVE B: CLIENT CONTACT DISPERSED THROUGHOUT SERVICE AREA

Accessibility

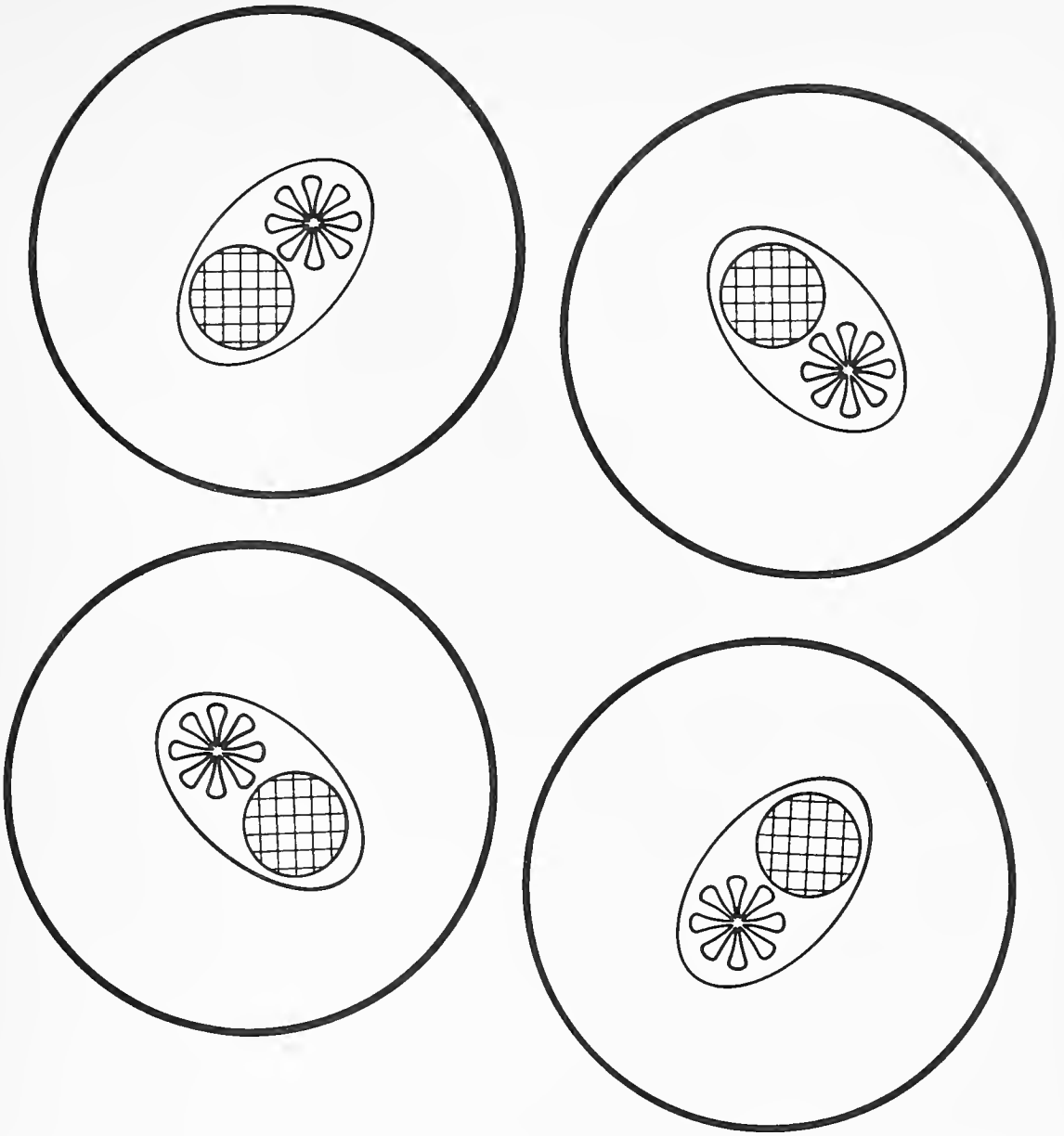
Accessibility is an underlying component of convenient, satisfactory service delivery to all residents. On a state scale, equal degrees of accessibility to all residents is a major challenge. With the diversity of population nodes, transportation facilities, locational opportunities, levels of development, need, and other factors, the requirement for innovative flexibility is mandated.

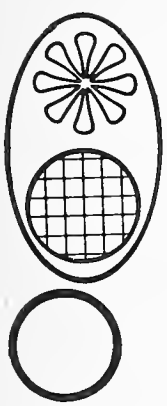
Alternative A: All Functions and Personnel at Fixed Locations

This alternative as illustrated in Figure 9 provides for all components of a service delivery system to be in a fixed location within each of the service areas of the statewide MSC system.

The traditional organization and administrative structure of the state indicates preferential consideration of this alternative. All of the operational efficiencies previously set forth for centralization are equally valid in this alternative. The obvious weakness is that short of placing such a facility on every street corner in the state certain areas are inaccessible from a convenience standpoint to those fixed locations and certain people are inequitably affected.

This alternative has certain validity where service areas are small in size and large in population. Where large service areas and low-density residential patterns prevail, the alternative is invalid.





ADMINISTRATIVE AND SUPPORT FUNCTIONS

PERSONAL SERVICE DELIVERY STAFF

MSC SERVICE AREA

FIGURE 9

ACCESSIBILITY

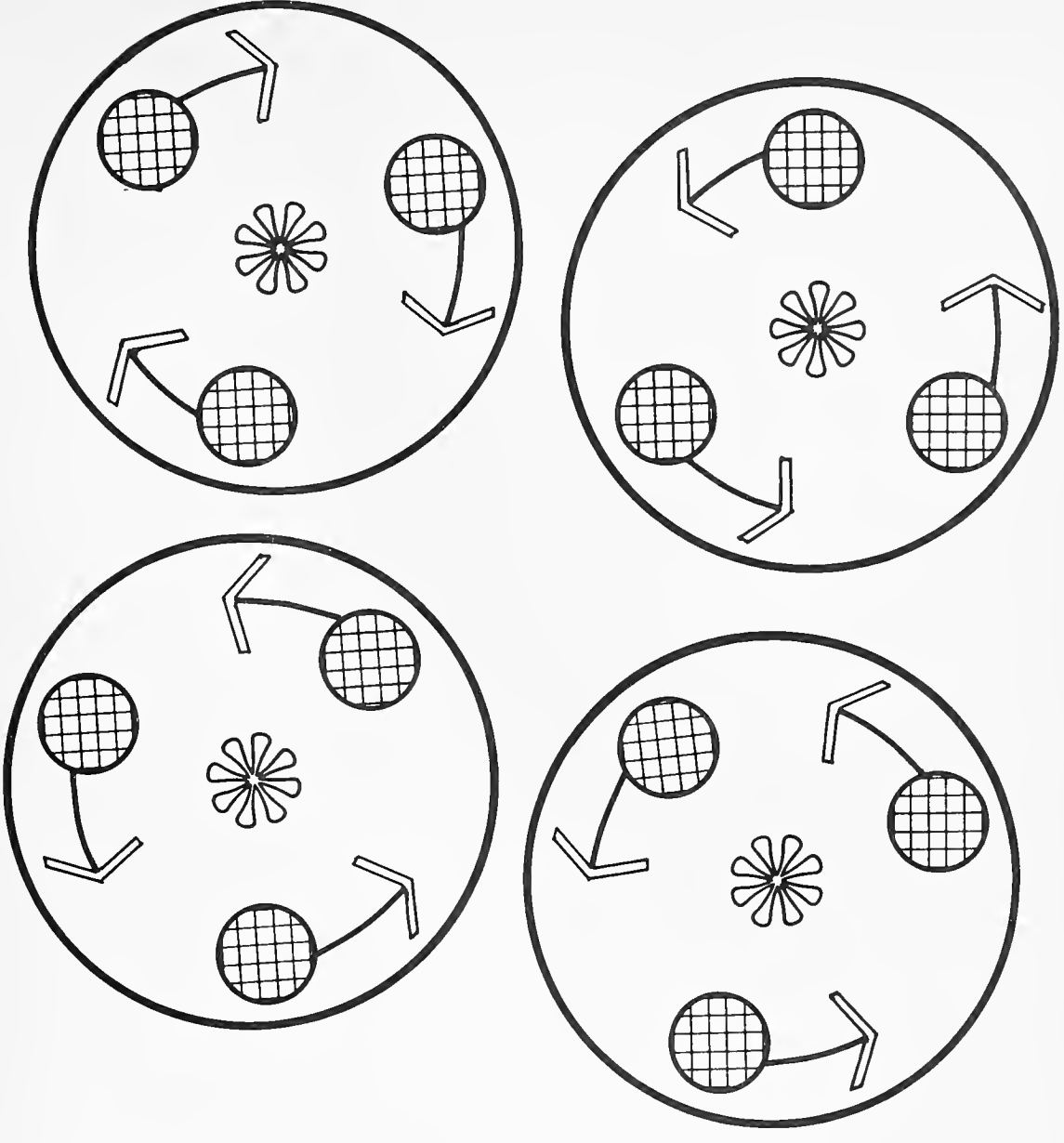
ALTERNATIVE A: ALL FUNCTIONS & PERSONNEL AT FIXED LOCATIONS

Alternative B: Fixed Administrative and Support Functions with Mobile Client Contact Units.

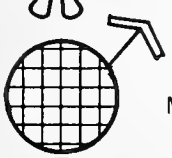
This alternative, Figure 10, provides for administrative, support and technical functions to be at a fixed location, while the client delivery functions are mobile in response to remote areas or unique service demands and schedules.

Client accessibility costs are reduced to minimum levels under this alternative and maximum service delivery response is achieved. Persons in remote or rural areas or for whom mobility is a problem would be the significant beneficiaries of this alternative.

With equal validity, certain programs within the local sphere of direct contact programs might gain excellent advantage from this mobility system. Parole and Probation and the Visiting Nurse Program are two examples where a mobility system would serve as a beneficial extension of the present services offered. These two programs would be primarily delivered away from the multi-service center facility. The service delivery staff currently gains its mobility via state owned vehicles or personal vehicles for which there is a cost incurred reimbursement. At present the State of Maryland has an inventory of 2100 cars.



ADMINISTRATIVE AND SUPPORT FUNCTIONS



MOBILE SERVICE DELIVERY UNITS

MSC SERVICE AREA

FIGURE 10

ACCESSIBILITY

ALTERNATIVE B: FIXED ADMINISTRATIVE AND SUPPORT FUNCTIONS W/MOBILE CLIENT CONTACT UNITS

Alternative C: Totally Mobile MSC Units

To achieve convenience of accessibility, a totally mobile MSC unit could be utilized which would bring all direct contact programs and service delivery to the people. Figure 11. Such a unit would also contain the necessary administrative and support staff and functions.

Though the capital costs for MSC construction would be eliminated, the encumberance of equipment costs and duplicate costs for administrative and support staff and functions, the imposition of extremely high anticipated management and operational costs, as well as the complexities of programming a totally mobile system, lend a significant level of impracticality to this alternative as a total system.

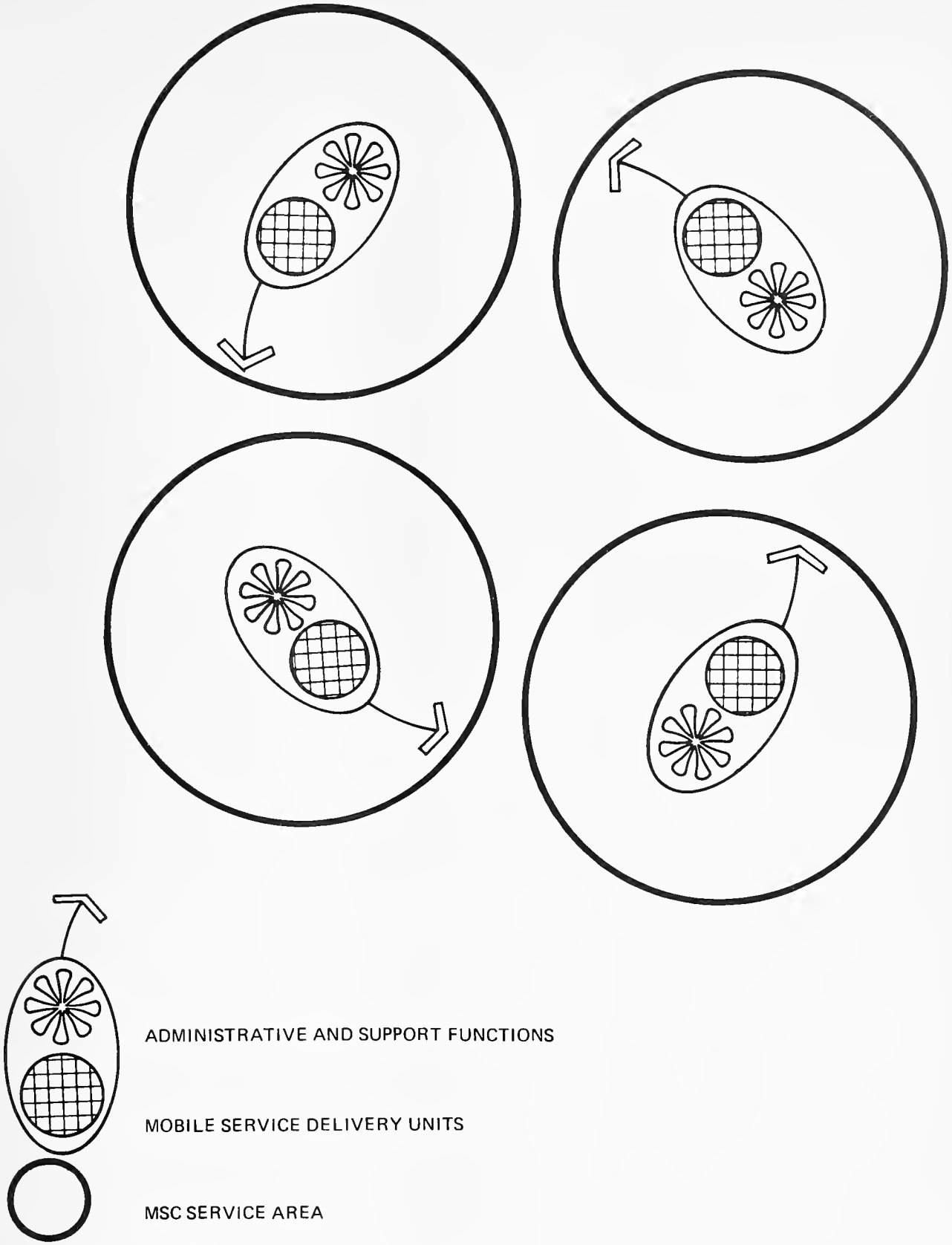


FIGURE 11

ACCESSIBILITY

ALTERNATIVE C: TOTALLY MOBILE MSC UNITS

Relationships to Activity Nodes

Throughout this phase of the study, the service delivery systems developed attempted to bring an MSC facility in the closest proximity to where the population resides. However, there are certain existing developments that serve as magnetic attractors of people and perhaps these activity nodes could be utilized to overcome the problem of remote residential patterns. Examples of activity nodes include shopping centers, office complexes, cultural and social facilities, recreational and sport facilities, academic facilities, areas of high employment such as a major industry or an industrial park, multi-modal transportation terminal, and government centers.

The following alternatives reflect these relationship potentials.

Alternative A: Exclusive MSC Site

This alternative is premised on the state's purchasing of land, in accordance with established criteria for site location and site selection, for the development of a multi-service center.

Though other governmental facilities could locate in proximity to this site, only an MSC could locate on the site. The control of a site for singular MSC facilities has several advantages. A site can be purchased that is adequate in size for the immediate needs as well as for forecasted expansion. Such expansion land area could provide for interim open space and natural amenity enhancement or for short term leasing for needed

community activities or services related to but not within an MSC facility.

The characteristics and requirements of sites suitable for MSCs will be established in detail in the Site Location and Selection criteria as identified in this report, and as to be developed and included in the Phase 1000 Report.

Alternative B: Integrated MSC Site

This concept integrates MSCs with those activity nodes previously mentioned. These activity nodes can be either existing or planned. For those developments that are planned, the MSC might provide the opportunity to influence pre-scheduling of implementation since its impact on the development potentials for an area could be considerable.

Where an MSC locates as an integral element of an existing development, site control is exchanged for certain other benefits such as greater visibility and identity, shared parking, common public area maintenance, common security services and adjunct facilities for staff and client's use such as, restaurants and shopping facilities.

Though not an activity node as suggested herein, the tangential benefits of locating an MSC within an Urban Renewal, Rehabilitation or Conservation area should not be overlooked. An MSC could be a most meaningful "project improvement" which would inspire or influence the implementation of the planned redevelopment.

System Flexibility and Demand Satisfaction

Many approaches to the development of a multi-service center system have been presented and examined for the purposes of practical application in the state. One important conclusion has been drawn from the analysis thus far. That is, in the overall sense, there will not be a standard or prototypical MSC facility. The reason for this conclusion is found in the wide range of socio-economic, physical and development conditions in Maryland.

Therefore, what is anticipated is a system of various types of centers and service delivery options which will allow a broad application of the concept of full multi-service delivery.

To achieve a desireable level of flexibility in an MSC system, the following factors must be considered:

- Local Conditions

  Prime importance should be placed on recognition of local characteristics in customizing a multi-service center to a specific place and population. Although standards and criteria are important elements in planning, any system of the MSC type must have built-in capability to respond to local conditions.

- Changes in Service Area Population Characteristics

  The demographic features of the population in the urban areas of

Maryland have changed dramatically in some places in less than a decade. Comparison of 1960 and 1970 census data clearly shows where and to what degree these changes occurred. Three of the state's 23 counties and approximately 30 of its 83 incorporated places of more than 1,000 residents declined in population. The latter includes Baltimore City, which lost approximately 33,000 residents in those 10 years. While agricultural-rural areas and inner cities were experiencing a population decline, suburban areas and urbanizing areas were experiencing rapid growth. Prince George's County, in the Washington Suburban Region grew from 357,000 residents in 1960 to over 660,000 residents in 1970, an increase of 84%. Similar growth was taking place in Anne Arundel County, a suburban county in the Baltimore SMSA. In 1960, the county had 206,000 residents; by 1970, it had increased 44% to a population of over 297,000. In the future, similar dramatic changes in population characteristics can reasonably be anticipated. The ability of an MSC system to expand, contract and otherwise modify to achieve appropriate levels of service, will be mandatory for its success.

o Changes in Programs

The continuous governmental review and evaluation of programs and its funding frequently results in their expansion, modification or discontinuance. This is true of all levels of government, but it is particularly critical at the federal level; revenue-sharing is a recent case in point. The impacts of such changes could be

significant at any given time in reducing or expanding personnel, equipment and space needs. However, past experience shows that changes in programs frequently do not enhance smooth transitions. Nevertheless, broad contingency plans aimed at maximizing economies to the state, while maintaining required levels of service, should be considered. As previously stated, an MSC is an excellent response system to these changing conditions.

o Interactive Relationships

As factors such as population characteristics and program service change, conditions may thereby be generated that require changes in the relationship between MSC's and other agencies. To the extent that MSC's may become focal points for a variety of activities and are known to a large segment of the general population and personnel of other agencies, the ease of implementing changes is likely to be enhanced.

A well organized effort by MSC system administrators and managers to establish positive relationships with a broad spectrum of institutions and functions could provide a valuable foundation for accommodating changes. County and City government relationships should also be expanded since their interaction and interrelationship in the area of resident service is nearly inseparable.

o Emergencies

In the evolution of a service system, a critical focus must be

provided to emergency situations that create an instantaneous service demand for critical need in a specific location.

The MSC system - providing dispersed multi-service programs and staff throughout the state with components that could include sophisticated communication and mobility equipment-provides an optimum response resource to emergencies.

The governor would have the opportunity to mobilize an MSC service delivery staff, its capabilities and equipment instantaneously to respond to such emergency need within any service area in the state.

As part of this study, all airports - public, commercial, military have been mapped as part of the Transportation Analysis,included in Phase 300. Location of MSCs in the planning process, which is a later phase of this study, will provide for close accessibility to airports in the event that a major emergency necessitates air transportation to the point of emergency or airborne delivery of supplies and back-up support staff. The multi-service center facility could also be utilized as a field station to provide ground support for the specific needs of the emergency and the persons involved.

o Changes in the State of the Art

Various technical innovations in communications, data processing, and information systems may have the effect of changing service

delivery techniques with respect to several state services. Research findings and technical studies may also impact service techniques to the extent that significant changes result. A modern MSC system should be planned and designed to accommodate such changes with minimum disruption of service and smooth transition.

Technological Opportunities

In previous sections of this report we have explored the possibilities of the consolidation of agencies and coordination of programs, while at the same time separating administration and data processing from direct contact functions. Implementation of such far reaching proposals requires taking full advantage of some of the recent technological advances, particularly in the fields of communication systems, computerized information and data processing, and mobility systems.

o Communications Systems

One element of telecommunications technology - standard television broadcasting - can be effectively utilized to disseminate information about MSC programs and services to the general population.

Recent developments have made the video-telephone possible in many areas of business and industry. Its application to the MSC system would be most useful where satellite and mobile units are utilized. It should be noted, however, that the current cost of the video-telephone system is relatively high. Its usage would be feasible when a cost-benefit analysis proves to offer positive advantages.

Interactive television holds considerable promise for multiple uses by government. This system allows image and voice transmission both ways along a cable. Thus, interaction between two distant

points is possible in both video and audio modes. This capability lends itself to many anticipated MSC system needs. In-service training of staff, meetings, and many special situation uses are practical applications of this technology.

The technical feasibility for most of the interactive television system services exists today. However, economic feasibility is not expected to occur for several years to come.

o MARCOM

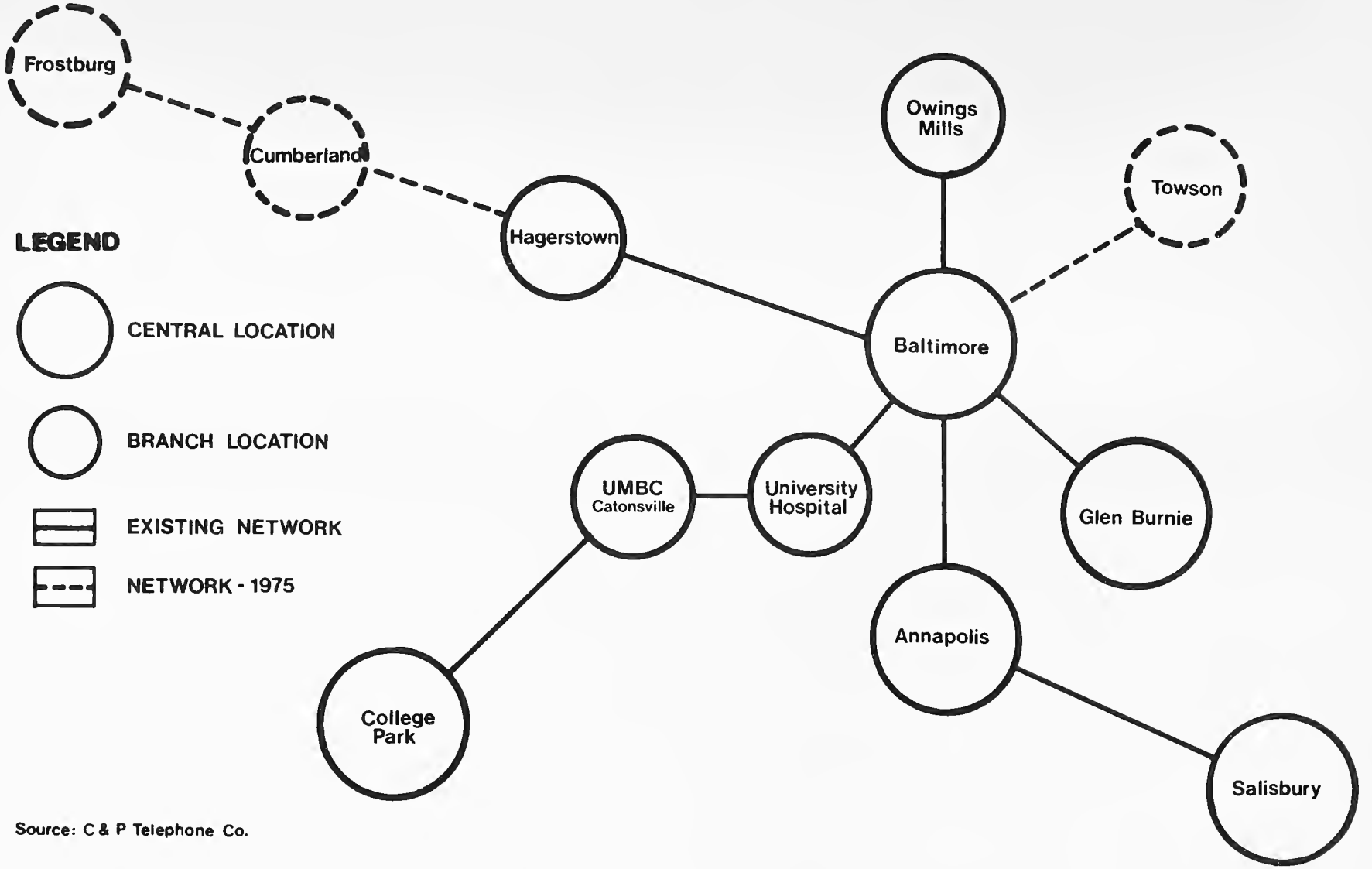
The state has recently installed a Maryland State Telephone Network (MARCOM). This service is used primarily for voice transmission as well as for a minimal amount of data traffic.

This network should continue to grow as communications traffic requirements dictate and is capable of expansion to cover all portions of the state. The network has heavy capacity between major operating points and reduced capacity on the branch locations.

This network system seems opportunely applicable to the MSC system. The current MARCOM system is illustrated in Figure 12.

o Mobility Systems

Information and telecommunications systems can put entire communities



Source: C & P Telephone Co.

FIGURE 12

MARYLAND STATE TELEPHONE NETWORK (MARCOM)

(LOCATION AND NETWORK RELATIONSHIP)

in touch with the information services and systems of multi-service delivery. However, those who wish to obtain services will, in most cases, need physical access to the MSC.

- Dial-A-Ride

One approach to providing convenient access to an MSC is through the use of dispatched passenger van service. Some such systems are called "demand-actuated" or "dial-a-ride" service. Basically, the system operates by means of a central dispatcher routing small passenger vans or buses or the state's 2100 cars to pick up passengers who need transportation from their home or some other point to a designated MSC destination.

- Mobile Centers

Transportation to and from an MSC located in a rural county seat may be considerably more difficult for a client who lives far away and is without use of a car. In these areas, mobile MSC units could be scheduled to locate periodically in isolated communities. The use of mobile units is, in fact, incorporated into Concept F under "Concept Service Delivery Systems" and is also examined in the "Alternative Component" section (see Accessibility Alternatives).

- Computer Technology

Many technological advances in information systems have occurred recently which have served to supplement, and in some cases replace,

traditional practices. Computer technology is one such advance. The usefulness of this technology is now well established, and many governmental services rely heavily on its capability to help accomplish their missions. The basic advantage offered by computerized information systems is increased speed of information processing. In many instances this translates into cost savings as a function of such factors as reduced personnel requirements, improved capability to make cost-related adjustments in certain aspects of service delivery, and increased control over budgets. Confidential information, stored in a computerized data base, can be guarded against unwarranted intrusions by means of permission codes which can be designed into the system as a part of its requirements.

In simple terms, a computerized information system for an MSC system is technically possible. A central data base would be established with access control. This is the heart of the system. Data files for several departments and agencies would be stored in a data bank. Requests for information from the data base would be channeled through the access control unit which would function to select the correct file. Information would then be transmitted to the requesting agency via a phone line and presented on a visual display terminal, which resembles a television set with a keyboard. A print-out terminal could record the data on paper for appropriate use.

The application of a computerized information system occurs in several of the alternatives presented in preceding sections of this Phase 400 Report. The various uses to which it can be put, in fixed and mobile facilities, firmly establishes this technology as having very high potential for implementation within an MSC system.

The state has recently developed a master plan[1] for strengthening the ADP resources presently available throughout the state. The plan describes the approach that the state will follow in consolidating major data processing facilities in state government. Consolidation of existing ADP operations will be oriented toward establishing data centers in the following functional areas.

- Health and Social Services
- Transportation and Licensing
- Justice
- Education
- Administrative and Legislature

A data communication network is proposed for development that will support the functional centers and provide a computer utility service to various state users. The computer information and data system described for application to multi-service center facilities is ideally suited for integration with the state's proposed ADP system.

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[1] ADP Master Plan for the Seventies, Department of Budget and Fiscal Planning, March 1973.

Joint Development Facilities

While the state clearly has the option of constructing permanent facilities on sites for exclusive MSC use, other options are worthy of consideration. Basically, they are as follows:

- o Joint development with other governmental entities.
- o Joint development with private entities.
- o Joint development with public institutions.

Each of these options presents certain opportunities and poses different problems.

Joint development with other governmental entities and services could occur in conjunction with state, federal or local services, or all levels concomitantly.

This option would have particular merit in those cases where substantial participation in the MSC system is anticipated by other governmental agencies. It would provide the opportunity for development of multi-service centers which transcends various governmental levels in delivery of all mandated services to the public.

Another factor in this regard is the prominence of the county level of government in Maryland. In the absence of a strong patterns of city development, county and state services become the focal points for service delivery. By combining resources and carefully planning joint development efforts, a functional tie between differing levels of governmental services can be forged.

Joint development with private entities would provide an opportunity for creation of facilities where citizens of Maryland can avail themselves of governmental services at the same time that they acquire goods and services provided by private enterprise.

Although political, legal and financial considerations may present obstacles in implementation of joint development with private entities, certain conditions may lend themselves to this option. One such condition is new developments where a broad array of activities such as shopping, business, civic and cultural are planned. This type of multi-purpose development which can become a community focus for activities of all types could be a desirable location for an MSC.

Development of MSCs in connection with public institutions such as hospitals, universities and the like, seems to offer much promise. However, the specialized programs and requirements of most such institutions are usually such that there are no clearly discernible advantages to integration with MSCs other than the fact that they are traffic generators and people gathering places. Nevertheless, a case-by-case investigation of such institution-related possibilities may reveal certain advantages of joint development under special conditions.

Relationships with Agencies Outside of MSCs

Fundamentally, two levels of relationships can be defined as regards agencies outside the MSC. These relationships are direct and indirect.

Direct relations exist wherever there is a program or service representative in the MSC, but service activities are located outside the MSC. The "MSC candidate programs and services" list includes services and programs that would have direct relationship to the MSC.

Indirect relations occur under circumstances where an agency does not have a representative in the MSC facility and the services provided by the agency tend to be specialized to a degree where they must locate and operate in accordance with criteria different from that for MSCs.

Basically, most of the services having an indirect relationship are those which are highly institutionalized such as educational facilities, general hospital care, correctional facilities and special rehabilitation services.

Staff and clients of MSCs would undoubtedly have many contacts with personnel of these services and patterns of interaction would be identifiable.

The primary difference between the two levels of relationships is that a service delivery linkage exists at the direct level, whereas

more generalized cooperative and courtesy arrangements exist at the indirect level.

In addition to the above relationships concerning service delivery, there are administrative relationships between the MSC operation and the overall cabinet level department organization. The specifics of the relationship will depend upon the administrative organization concept adopted for the MSC operation.

Site Location and Selection

The primary purpose of site location and selection criteria is to provide a quantitative procedure for consideration of the social, economic, operational and administrative implications of multi-service center location decisions, in addition to the consideration normally given to the more traditional factors of site availability, site cost, and response to needs of the agency or agencies to be housed. The criteria is identified here and will be developed in Phase 1000. The first criteria phase is to identify the general geographic area which possesses conditions and characteristics consistent with multi-service center objectives. The second criteria phase involves determining a more specific site within the general location area previously identified. Criteria to be utilized in the site location and selection process involve: (1) population distribution, (2) public accessibility, (3) employee accessibility, (4) socioeconomic characteristics, (5) accessibility by multi-modal transportation facilities, (6) pedestrian accessibility, (7) site costs, (8) public off-street parking facilities, and (9) compatibility with local plans and programs. Based on an aggregate weighting scale, candidate sites will then finally be evaluated against the more standard real estate considerations for final selection.

Directory of Services

One of the most frustrating experiences of a person in need of a service is where to go, who to see, what is needed for processing purposes, what does the program provide, what is its eligibility requirement and what is the fee - if any.

As stated in the Phase 300 Report, a major deficiency in state agency/client relationships is the lack of a comprehensive, statewide outreach resource that provides, in a single document, information relative to all services available to residents of the state. Citizens currently do not have adequate and necessary access to information and assistance concerning all government programs - be they Federal, State or local - and at present are faced with the nearly impossible task of securing for themselves the information and assistance they deserve and need.

All too frequently a minor need unsatisfied due to the lack of awareness of availability of service, becomes a major need which is always more difficult and costly to service.

It is recommended that the state produce a directory of all services available to its citizens -- a "yellow pages". In one directory, a person could obtain all of the basic program information necessary as well as the locations for service delivery. The tangible and intangible benefits of such a central outreach service will be more specifically evaluated in the Phase 500 Report.

V. SYNTHESIS

V. SYNTHESIS

In developing the various service delivery systems in this Phase 400, major emphasis has been placed on a range of concepts broad enough to cover all reasonable approaches to a state-wide system of effective and satisfactory service delivery. The process incorporated current practices and identifiable positions in regard to Multi-Service Center planning. The various approaches to service delivery have been presented as a series of initial concepts that range from an extrapolation of the existing service delivery system to combining all state services into single, uniform facilities in each region of the state.

Analysis of these various concepts suggests that the more conventional and less flexible approaches to service delivery (Concepts A through D) when viewed individually, have major service delivery deficiencies and would not be effective options for Multi-Service Center development.

Concepts E and F were developed in progression rather than as alternative approaches for delivering services and were designed to retain the strengths and overcome or minimize the deficiencies evident in the initial concepts. Though both concepts are similar in approach to service delivery, in that they can respond to service demand efficiently and flexibly, Concept F incorporates an additional service level (Level 1) offering maximum convenience for the unique requirements of any service recipient.

Though judgementally, Concept F appears to be nearly totally responsive to MSC goals and objectives, its development in the sequential, analytical process attempted to retain all prior concept advantages and overcome all prior disadvantages. To affirm that the judgements reflected in this procedure were valid and complete, all concepts and their applicable component alternatives will be evaluated in depth in Phase 500. This evaluation will also be in accordance to revised goals and objectives, if any, and each concept will be ranked in its order of merit.

COMMENT REPLY FORM
PHASE 400 REPORT

Date: _____

1. MULTI-SERVICE CENTER DELIVERY SYSTEM CONCEPTS

   Comments:

2. MULTI-SERVICE CENTER THRESHOLD

   a. Are Candidate Programs Correctly Evaluated For Your Agency?

      Comments:

   b. Is Data Required To Determine Threshold Staffing And Population Levels Necessary To Support Full Service Multi-Service Centers:

      1. Available: Yes: No:

      2. Included With Reply Form: Yes: No:

3. REFINED MULTI-SERVICE CENTER SYSTEM CONCEPTS

   Comments:

4. MSC ALTERNATIVE COMPONENTS

   Comments:

5. SYNTHESIS

   Comments:

6. GENERAL COMMENTS AND RECOMMENDATIONS

COMMENT REPLY FORM
PHASE 400 REPORT

Prepared By:

Department:

Date:

This copy to be returned to:

Department of State Planning

Attention: Melvin Ginsburg,
Project Director

1. MULTI-SERVICE CENTER DELIVERY SYSTEM CONCEPTS

   Comments:

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   Comments:

4. MSC ALTERNATIVE COMPONENTS

   Comments:

5. SYNTHESIS

   Comments:

6. GENERAL COMMENTS AND RECOMMENDATIONS

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